SURVEY MIDMONTHLY

DECEMBER 1946

WHITHER FAMILY LIFE?

"Shock Absorber of Social Change"

A Special Section by

BRADLEY BUELL • MARION ROBINSON

PUBLISHED BY
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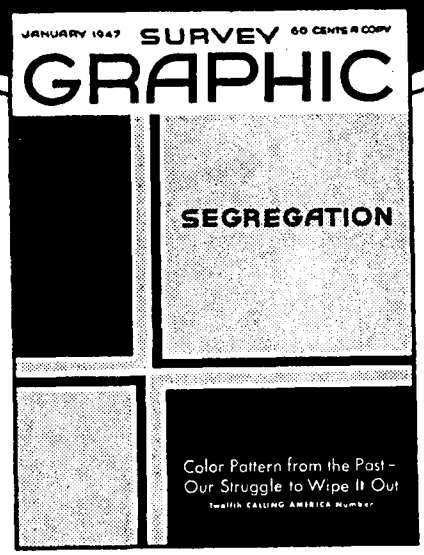
SEGREGATION

Color Pattern from the Past — Our Struggle to Wipe it Out

SURVEY GRAPHIC, JANUARY, 1947—TWELFTH CALLING AMERICA NUMBER

Over 100 pages of illustrations and text **Thomas Sancton, Special Editor**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GRAPHIC
SEGREGATION
Color Pattern from the Past - Our Struggle to Wipe It Out
Twelfth CALLING AMERICA Number

This special number, due off press January 15, provides a thorough analysis of segregation as practiced in the USA. It will gauge the cost to our people in economic, moral, psychological conflict —surveys progress achieved to date, and shows how this has been accomplished.

Contributors include a score of distinguished workers in this field—journalists, churchmen, organizers, sociologists, historians, anthropologists.

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MATRIX OF SEGREGATION

SEGREGATION: THE PATTERN OF A FAILURE — By Thomas Sancton

An introduction by the special editor, tracing historic developments and analyzing the resultant moral and psychological impasse. Mr. Sancton writes from a background of first-hand study, North and South.

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THE SOUTHERN COMMUNITY —By Ira Reid

Two experts assess what confronts the Negro citizen above and below the Mason-Dixon line; ranging from subtle hotel devices to legalized serfdom.

EDUCATION FOR SEGREGATION — By Charles H. Thompson

Not heredity but teaching perpetuates American racism.

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The emerging promise in the field of organized labor, partially redeeming a record. A study by Columbia University's labor authority.

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What the war taught and whether we have learned it.

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Attitudes, now that the war is over, by men who bore arms for democracy—by the chairman of the American Veterans Committee.

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A well known student of race patterns surveys the rise of Negro vested interests in "making the best of it."

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When given a choice the Negro's vote has been, on the whole, progressive; the record, and a glance into the future.

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CRAZY QUILT OF SEGREGATION — By Charles S. Johnson

Inconsistencies, sometimes amusing, more often painful; and always making for an unwholesome "philosophy." By the director of the department of social sciences at Fisk University.

BREAKS IN THE PATTERN — By Will Alexander

Growing political enlightenment and other gains, South and North, measured against setbacks, by the director for race relations, Julius Rosenwald Fund.

PRICES

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SURVEY MIDMONTHLY

VOL. LXXXII NO. 12 JOURNAL OF SOCIAL WORK DECEMBER 1946

"The prevention of family disorganization and breakdown should be . . . the basic reason for the family agency's existence," says the report of the committee on current and future planning of the Family Service Association of America. So, in different words perhaps, could other social agencies couch the underlying objectives of the particular service which they render. For, in a strengthened capacity for family living, educators, churchmen, psychiatrists, child welfare experts, health administrators, and recreation leaders increasingly are looking for a basic solution to many of the problems about which they are concerned.

WITH A JOURNALISTIC EYE TO THIS ubiquitous position of the American family, *Survey Midmonthly* this month presents with satisfaction a special supplement based on the materials of the first postwar biennial meeting of the Family Service Association of America. For two November days, upwards of 700 people from all parts of the country met in New York to discuss the current problems of family life—postwar troubles, difficulties, and inherent strengths. They looked upon the family through the eyes of the veteran, the aged person, the child, the adolescent, the young people who have been rushing into matrimony. Over and above all, of course, they spoke and thought as caseworkers, within the purview of whose realistic cumulative experience come all the modern stresses and strains now battering the age-old social institution—the family.

THE FULL REPORT OF THE CONFERence's professional and technical subject matter later will be made by more competent hands than ours in the FSAA's own *Journal of Social Casework*. But the basic troubles of family life must always challenge general interest. So, too, must the changing trend and reach of the family welfare movement, to which so much of modern social work owes its own beginnings.

PLENTY

Sixty-six organizations now are authorized to assist veterans in making out claims for presentation to the Veterans Administration.

WORLD EXECUTIVE

Those so fortunate as to hear Dr. Brock Chisholm's (Canada's wartime surgeon general) outstanding evening address to the National Conference of Social Work in Buffalo last June, will rejoice, but without surprise, at his recent appointment to be executive secretary of the Interim Commission of the World Health Organization. Funds to begin the work of WHO, pending formal ratification of its constitution by the participating governments, are being supplied by the United Nations. Dr. Chisholm and his staff are now temporarily housed with the New York Academy of Medicine, while the United Nations pursues its search for a permanent home.

BABIES CRY FOR IT

As part of a parent education program, the Illinois Society for Mental Hygiene is thinking of sending letters to parents of all newborn infants. Communications would go out once a month for twelve months, telling how to make baby mentally healthful. For Cook County alone this would mean an annual mailing to 72,000 new sets of parents times twelve.

MATRIMONIAL NOTES

The number of married couples in the United States increased by 3,720,000 from April 1940 to February 1946, according to the Bureau of the Census. . . . Berlin registered 3,429 more divorces than marriages, from the end of the Nazi collapse through June 1946.

"The most expensive place for divorce appears to be in Philadelphia," a speaker is said to have reported at the annual conference of the National Association of Legal Aid Organizations. "Costs are between $250 and $300. Apparently the poor in Philadelphia just have to live in sin."

EARLY BIRDS

First states to receive federal allocations for surveys and construction under the Hospital Construction Act (see *Survey Midmonthly*, September 1946, page 231) were Illinois, Indiana, Iowa, Michigan, and Wisconsin.

FIRST CAMPAIGNS

As this issue of *Survey Midmonthly* goes to press, first chest campaign returns prophesy generally good results. Corporation gifts are holding up, and the number of givers is larger than last year, when employe losses were substantial. Goals are lower, but with the National War Fund agencies eliminated, net results for local agencies will be greater.

STATISTICAL COMPLICATIONS

Of the nine states with the highest mortality rates from heart diseases, seven are in New England. The reason—people live longer in New Eng-

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land than anywhere else and have to die from something.

OUR LIBERTIES

The December *Survey Graphic*, "The Right of All People to Know," is devoted to modern communication and civil liberties. It tells the amazing story of technical developments and the vast new possibilities they afford. It also shows economic and political barriers which hinder the spread of truth and understanding, here and abroad. This is the eleventh in the notable "Calling America" series of special issues of *Survey Graphic*.

QUITS

The Salvation Army of New York City has announced its withdrawal from the Greater New York Fund at the end of 1946. The organization wants to try to raise more money than it now receives from the fund, by making its own solicitation of corporation and employe gifts.

BASIC TRAINING

The director of the Geneva (N.Y.) Community Chest, we learn from our erudite neighbor *Community*, has resigned to open a "gift" shop.

VETERANS NOTES

Lloyd F. Oleson, new national commander of the Disabled American Veterans, made a unique impression on the Veterans Administration when he recently told officials that he was opposed to any form of veterans bonus and that DAV's objective is to get disabled veterans off pension rolls and onto pay rolls. Mr. Oleson is the first veteran of World War II to head up any of the long established major veterans groups. . . . The controversy between John Steele, past commander of the American Legion, and General Omar N. Bradley, over standardization of apprenticeship allowances seems not to have dampened veterans' interest in this type of training. A gain of 5,350 apprentices—85 percent veterans—employed in the building trades alone during September is reported by the U. S. Department of Labor.

"PAGE MR. KNIGHT"

"If an atomic bomb was dropped on this convention tonight, how much would we be missed?" asked the Most Reverend Bernard Sheil, auxiliary bishop of the Seventy-sixth Annual Congress of Corrections, assembled at Detroit's Hotel Statler. Audience reaction was "mixed," reports the Detroit *Free Press*.

EUROPEAN RESETTLEMENT

Nearly 7,000,000 European refugees and displaced persons have now been returned to their homes, according to a report made by Pierce Williams for the Russell Sage Foundation. One million five hundred thousand, however, still await repatriation and resettlement; 750,000, of whom 150,000 are Jews, want new homes in new lands. Most optimistic estimate is that at least four years will be needed to accomplish this.

CHATTER

Policemen in Youngstown, Ohio, are being given a week's course in race relations. . . . Kalamazoo, Mich., and Colorado Springs, Colo., have no bonded indebtedness and are planning to finance public improvements out of current revenues during the next decade. . . . One of the personnel practices recommended by the American Association of Social Workers is that "seniority should only be considered in conjunction with evaluation of performance." . . . Jail officers' salaries in Detroit and New York City are the lowest in the country, according to Richard Walsh, corresponding secretary of the Correction Officers Benevolent Association. . . . William Carl Hunt, long time National Red Cross executive, last month retired to his Kentucky home "Matoaka," at the age of sixty-five. Most recently, national administrator of area offices and chapter services, Mr. Hunt had served the Red Cross for over thirty years as manager of the Eastern and Pacific regions and in other capacities.

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SOCIAL SECURITY: Toward Better Coverage for Our People

Federal Security Agency

New Gains for Public Assistance

Implications of the 1946 Social Security Amendments, seen by DONALD S. HOWARD, director, Department of Social Work Administration at Russell Sage Foundation, New York City.

For the first time since the Social Security Act was substantially revised in 1939, Congress this year materially liberalized its public assistance provisions. Even this action came only during the closing minutes of the legislative session.

Under the circumstances and in view of the highly controversial nature of some of the proposals put forward, it is little short of miraculous that the gains won were as significant as they are. Inevitably, perhaps, the amendments were frequently referred to in congressional debate as compromise measures which pleased no one and which left the Social Security Act neither the fish for which some had hoped nor yet the fowl which, admittedly, sadly needed improvement. It is not surprising, therefore, that the new legislation was frankly looked upon as experimental and is limited to a fifteen-month period from October 1, 1946, through the year 1947.

Despite bitter disappointment with the limited results of the Ways and Means Committee's extensive and thoughtful study of social security problems, nevertheless, in the public assistance field alone, it is estimated that states could receive an additional $152,000,000, provided they continue to spend at the 1945 rate. As Arthur Altmeyer told state public assistance administrators, this "ain't alfalfa."

What the Money Is For

Additional federal money becomes available through the twofold action of (1) raising the maximum grants matchable from federal funds, and (2) increasing from one half to two thirds the federal share of that portion of the grants falling below a specified amount per recipient. In the case of both old age assistance and aid to the blind, the federal government will now pay two thirds of the first $15 per recipient, plus one half of such additional assistance as does not exceed $45 per recipient. In the case of aid to dependent children, the federal government will now pay two thirds of the first $9 per child, plus one half of such additional assistance as does not exceed $24 for the first and $15 for each subsequent child in a family.

Even these increases will still leave the states paying considerable amounts which are not matched by the federal government. On the basis of payments made in November, 1945, for example, 13 percent of state expenditures for old age assistance, 16 percent of those for aid to the blind, and nearly 40 percent of those for aid to dependent children would not have been fully matched even under the new formula.

The $152,000,000 will give the states an increase of approximately 37 percent over what they otherwise would have received. The largest total increases are those slated for Texas ($11,427,000), California ($10,537,000), and Illinois ($9,624,000), with New York, Ohio, Pennsylvania, and Missouri following. The largest proportionate increases, however, are scheduled to go to Kentucky, Georgia, North Carolina, Alabama, South Carolina, and Virginia. Even these impressive potential gains, which are based upon current operations, may be increased if states raise their own expenditures so as to receive the maximum federal matching permitted under the new law.

What is most tragic about the low assistance benefits granted in the relatively poorer states is that even such assistance as is paid absorbs a disproportionate share of their wealth. This is evidenced by the fact that two thirds of the states in which per capita income falls below the national average make

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better than average effort for the special types of public assistance, whereas only one fifth of the states with above average per capita income can make the same boast.

The crux of the issue is whether the new federal money will serve merely to reduce the amount of state funds already being put into public assistance programs or whether it will actually increase the amount of payments being made to recipients. The intent of Congress is clear. Emphasis was repeatedly placed upon the importance of increasing public assistance benefits to those already receiving aid, of making it possible to grant payments to eligible recipients previously denied assistance because of inadequate state and local resources, and finally, of making assistance grants more nearly uniform both as between states and between counties.

During congressional debate, sight was never once lost of the fact that average old age assistance grants in June, 1945, for example, ranged from as little as $11.42 in one state to as much as $48.29 in another. Intrastate differences also received their share of attention. The possibility that the new federal appropriations might be used merely to conserve state funds was practically never mentioned. Those who favor larger federal contributions must do all in their power to see that payments in the states are increased—and quickly. The new legislation is only temporary. Moreover, House leaders have promised that in the next session there will be further action upon social security matters which they have already studied intensively. The Senate, too, appears likely now to inaugurate comprehensive studies of social security when sessions are resumed.

SSA Policy

Two devices being widely urged by the federal Social Security Administration to achieve the objectives of the new legislation are (1) increased state effort to assure greater uniformity of grants in all localities within a state, and (2) the strengthening of fair hearings procedures to insure that applicants and recipients actually receive the benefits for which they are eligible.

In order to secure greater uniformity within the states, the SSA is suggesting that the states designate specific consumption items (such as food, clothing, personal care, shelter, housekeeping supplies, fuel, light, and water) which shall always be included in the allocations for all individuals.

It is recommended that the states designate the specific circumstances under which additional specified consumption items (such as provision for medical care, insurance, or telephone) are to be included for all individuals in those circumstances. At present, even within a given state, practice now

Rothstein for Farm Security Administration

varies widely. In certain counties specified items may be provided for all recipients, while in other counties the same items may be provided only "as needed." In still other areas the same items may be allowed only if they can be provided from resources other than the assistance available to recipients.

As a means of making their statewide standards really effective, states are urged to establish the amount of money to be included in allowances for all items provided. Cost figures should be established wherever feasible. This obviously does not mean flat or identical grants in all parts of a state—large cities as well as rural areas—but permits taking into account any real differences in rents, food, or other prices that can be measured in objective terms. In case funds are insufficient to provide all allowable items for all recipients, states are urged to establish a uniform method of adjusting individual payments which will be on the same basis in all localities.

These proposals grow out of the successes already realized in states which maintain such standards. For example, a recent study disclosed that of the twelve states requiring that old age assistance grants include provision for eight specific consumption items (food, clothing, personal care, shelter, housekeeping supplies, fuel, light, and water) in every case, nine states showed average payments of more than $30.

On the other hand, in the twelve states which did not require that old age assistance grants include provision for the above-named items, only four had average payments of more than $30. In the case of aid to dependent children, six of the twelve states making mandatory provision for the above-mentioned items had average payments exceeding $60, whereas only one of the fourteen states having no such mandatory provision could boast an average payment of more than this amount.

State Obstacles

State public assistance officers appear to be in complete accord with these objectives of the Social Security Administration. There are, however, certain differences of opinion regarding the speed with which progress can be made.

A serious obstacle is inherent in the fact that in some states *standards of living* vary far more from region to region than do *costs of living*. Consequently, in socially and economically backward areas assistance grants, even when adjusted for legitimate differences in price levels, may provide a level of life materially higher than that enjoyed by a large proportion of self-supporting families of the community. When this occurs, there are those who are quite as quick to criticize as many Englishmen were ready to embrace the principle of less eligibility incorporated among the infamous "principles of 1834."

Again, in one southern state the administrator of public assistance holds that the new federal legislation will not benefit recipients in his state because he thinks public opinion will not permit more liberal grants to Negroes than those now being paid. The federal law, of course, will not permit racial discrimination in the determination of public assistance grants.

In some states, moreover, there are legally prescribed ceilings on grants which must be raised by state legislative action before full advantage can be taken of the new federal legislation. Fortunately, other states have written saving clauses into law which permit them to increase their own maximum grants if and when increased federal funds become available.

A further impediment is the requirement of some states that localities must bear a specified proportion of the cost of public assistance. If local govern-

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ments in these states are unable to increase their financial participation, full advantage cannot be taken of the new federal matching formula. Considerable ingenuity is being displayed in overcoming this particular hurdle. In Colorado, for example, a financially embarrassed county was encouraged to transfer all its general assistance funds to its aid to dependent children fund. Grants to children could be raised only through an increase in the county's contribution but there were no restrictions upon the amount of money the state might allocate to that county for general assistance.

Certain states which, for want of funds, previously had to reduce all budgets by a specified percentage can now use the new federal money to pay budget deficits in full. Other states, which were already supplying the full amount of such deficits, are now able to revise the budgets (sometimes for the first time since 1942) so as to take account of current prices.

At least one state, which is already paying budget deficits in full (although the price level upon which assistance grants are being computed stands in urgent need of sharp revision), intends to place the new federal money in a special, earmarked fund. It will be held there until it can somehow be used for the benefit of recipients rather than merely to reduce the state's financial obligations for public assistance.

Nevertheless, some states, particularly in the South, may still lack the resources to take full advantage of the new federal law and make assistance grants anything like they should be. In one southern state, for example, the public assistance administrator has said that the new federal money will enable him to meet any one—but only one—of the three difficulties that plague him. He can abolish his waiting list and give waiting applicants the same assistance now being given recipients; or, he can discontinue the cut of some 30 percent now being made in current assistance grants; or, finally, he can continue to cut the relief payments but revise the price level (that of 1944) upon which allowances are still being computed.

SSA Leadership

Whatever the obstacles, one thing is certain: continuance by Congress of the current experimental plan—to say nothing of future adoption of a realistic variable grant scheme—will depend upon results attained between now and the end of 1947.

The federal Social Security Administration is exercising strong leadership to make effective the first big lift the public assistance program has had since federal-state measures really struck their stride. For example, it called a national conference of state public assistance administrators to discuss both the objectives of the new federal legislation and the tactics best suited to their realization. In general, state administrators appreciate the importance of immediately increasing public assistance benefits and of eliminating undue differences in grants in various sections of a given state. Many feel, however, that attempts to make haste too rapidly may result in estranging state legislators and local community groups, thus doing more harm than good.

There is also some skepticism among state administrators about how far the federal government should go in urging—to say nothing of insisting—that states shall increase and make more uniform the method of determining their public assistance grants. Officials in states which are particularly conscious of their states rights are also concerned over further uniformities that may be urged upon them when more nearly adequate and uniformly determined grants are realized.

On the other hand, federal officials take seriously their responsibility for seeing that the increased funds are spent for the purposes for which they were intended. While they recognize that the new amendments give the Social Security Administration no new powers, there is a feeling within the administration that relatively more adequate federal funds make it less difficult than previously to urge certain policies and practices which were long recognized as desirable but which were sometimes soft-pedaled because of the gross inadequacy of the funds available. In the words of one federal officer: "Money talks and more money talks more loudly."

The Social Security Administration is therefore urging the states to give increased attention to a number of problems, in addition to uniformity

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Shahn for Farm Security Administration

Rising food costs spell tragedy to families receiving minimum grants

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and adequacy of benefits paid. They would like to see effective realization of the right of any individual to apply for assistance and to have his application acted upon promptly. They want all applicants and recipients to have fair hearings to redress errors, not mere routines which always find the administration in the right.

In realizing these objectives, new strength has fortunately been gained from another clause in the new amendments. Federal reimbursement of state administrative costs for old age assistance was put on the same 50-50 basis already prevailing under the programs of aid to dependent children and aid to the blind. The old provision for a 5 percent addendum of federal funds granted a state for old age assistance in 1944 resulted in providing for eleven states the equivalent of less than 30 percent of administrative costs.

The importance of administrative cost as a means of improving the old age program is apparent when one realizes that these include costs of supplying information about public assistance programs and the way the public assistance agency serves recipients and the public; of helping individuals to secure information about public assistance programs; of assisting applicants with their claims; of conducting fair hearings; of recording all steps taken by the agency as well as all data having a bearing upon eligibility of applicants; of services rendered clients to assist or enable them to become self-supporting, to improve their living conditions, and to use to the full their capacity for the management of their affairs; of medical examinations to aid in determining eligibility for assistance or to determine need for and the amount of payments to be allowed for medical care; of counseling on the use of medical resources; of various legal services; and, finally, of participating in community activities to improve existing services or to develop new services needed to facilitate or support the public assistance program.

Services for which federal reimbursement may be claimed include not only those rendered during the period of pending and continuing eligibility, but also for those rendered during a "reasonable" period, after the cessation of assistance payments. Moreover, reimbursement may be claimed for services, whether these are rendered to applicants for and recipients of assistance or whether they are rendered to other members of a family or household whose presence is essential to the well-being of an applicant or recipient.

Federal officials are thus properly concerned to see that no stone is left unturned in the effort to raise state standards. State public assistance officials, too, are concerned about how the prospective advances may best be made. They must answer to their own consciences if their desire not to push their states too fast results in not helping needy people fast enough. Leaders of the Democratic majority in the 79th Congress were plainly eager to work as rapidly as possible toward still further federal aid to help equalize public assistance benefits in various sections of the country. The Republicans appeared somewhat less interested in this principle than were their opponents.

In fact, in dissenting from the majority report of the House Ways and Means Committee on its recent public assistance proposals, the minority declared: "Increases in federal contributions to particular states, even if they can be justified in certain isolated cases, inevitably lead to more and more federal control and federal management of the whole system of social security. The consequence will be that the aged, the blind, and dependent children will become mere wards of the federal government."

Thus it is obvious that in the present welter of divergent but sincere views there must be constant devotion to what all would agree to be their purpose—the most adequate help possible to those in the nation who are most in need—otherwise the various parties to the discussion are likely to get hopelessly bogged down in controversy that can only defeat even those interests which they hold in common.

Railroad Social Insurance

WALTER MATSCHEK, director of research, U. S. Railroad Retirement Board, describes new legislation which liberalizes "the most comprehensive social insurance system in the country."

Just before it adjourned last summer, Congress amended the Railroad Retirement and Unemployment Insurance Acts. The amendments, embodied in a measure known as the Crosser act, had little newspaper notice and virtually no discussion outside the railroad industry. But the legislation is, in fact, the most important extension of social security in the United States since the 1939 amendments to the Social Security Act.

While the Railroad Retirement and Unemployment Insurance Acts apply only to railroad workers—some 7,000,000 present and former employes are now covered—they have meaning for every employer and every wage earner in American industry. The two acts now afford railroad workers the most comprehensive social insurance system in the United States. Except for industrial injuries and medical expenses, railroad workers are insured against every major hazard of life. Nor are work accidents completely omitted, since sickness benefits provide some protection in case of brief disability due to injury on the job. The medical care already provided is generally adequate for all such injuries.

The adoption of the amendments followed several years work by railway labor, through the Railway Labor Executives' Association. At the request of the association, the Railroad Retirement Board gave technical assistance in drafting the amendments.

Railway management, through the Association of American Railroads, opposed the amendments on various grounds, chiefly the cost—they raised payroll taxes on employers to 8¾ percent on January 1, 1947, and to a maximum of 9¼ percent beginning in 1952.

Five Benefits

The acts' coverage and their benefit provisions probably are of most interest to social workers. To the extent that they protect workers not otherwise safeguarded, or add new types of benefits, they are of direct assistance

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to welfare agencies. To the extent that benefits are made more adequate, they not only lighten the relief load but also set standards which other systems will aspire to meet. Five types of benefits are provided by the acts:

1. *Age retirement.* Any railway employe may receive a retirement annuity on reaching the age of 65, regardless of earnings or length of service. The amount of the annuity, however, will depend on these two factors. If the worker was an employe of a covered employer on August 29, 1935 (the effective date of the original act), his service prior to the enactment date may be counted to bring his creditable service up to the present maximum of thirty years.

The only change the amendments made in monthly benefit rates was to increase the minimum. The new minimum, applicable if it will produce a higher annuity to employes who have at least five years of railroad service and are currently connected with the railroad industry, will be $3 multiplied by the number of years of service, or $50, or the average monthly compensation, whichever is least. In practice, the minimum will be $50 a month in a large majority of the cases where it applies.

The maximum remains at $120 a month; the average for some time will be about $70 a month. Retirement is permitted at the age of 60 after thirty years service. In such cases women receive the full amount of the annuity, but men suffer a reduction of 1/180 for each month they are under 65.

2. *Disability retirement.* Two types of disability annuities are provided—total disability for any employment, and disability for the worker's regular occupation. The amount of annuity in each case depends on the average monthly compensation and years of service, with credit for service prior to the enactment date under the same conditions as for age annuities.

Total disability means complete inability to work for wages. An employe so disabled is eligible for an annuity if he is 60 years of age or had had ten years of service, whether or not he has a current connection with the railroad industry.

Eligibility for an annuity based on disability for an employe's regular occupation is a new benefit. It permits retirement at any age if the employe has twenty years of service, or at 60 years of age regardless of years of service, but it requires a current connection with the industry. Thus, in the case of regular employes it has the effect of lowering the retirement age for those no longer able to continue work in their usual occupation.

Annuitants already on the rolls when the new provisions go into effect (in most cases January 1, 1947) may have their retirement benefits recomputed as of that date if the application of those provisions serve to increase the annuity.

3. *Survivor or death benefits.* The new survivor benefit provisions use the Social Security formula modified to provide approximately 25 percent higher benefits. In determining the amount of such benefits both employment covered by the Railroad Retirement Act and that covered by the Social Security Act are included. In effect the coverage of the Social Security Act is extended, so far as survivor benefits are concerned, to include railroad workers.

Benefits are provided for a widow aged 65 or over, for a widow under

These workers are covered by the best social insurance in the U. S.

Union Pacific photos

When it's "time to retire," they can still look forward to a secure future

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65 with minor children in her care, for children or, if there are no other eligible beneficiaries, for dependent parents. If there are no eligible beneficiaries, a lump sum death benefit, in effect a funeral benefit, is payable.

These benefits go into effect January 1, 1947, with the monthly benefits payable to the survivors even of employes who died before that date.

Any of these benefits may be payable if the employe was completely insured, but only those to a widow with children, to children, or the lump sum may be payable if he was only partially insured. A current connection with the railroad industry is generally required.

Death benefits of a deceased worker who died currently connected with the railroad industry will be adjudicated and paid by the Railroad Retirement Board. Such benefits of a deceased worker who died without a current connection with the railroad industry will be adjudicated and paid by the Social Security Administration.

While the formula in the Railroad Retirement Act follows the same principle as the Social Security Act, it is slightly more liberal and will result in monthly benefits, in cases adjudicated by the Railroad Retirement Board, about 25 percent higher than the averages of $20, $50, and $25 for an aged widow, widow with three children, and two orphans, respectively, under the Social Security Act. Family death benefits may go as high as $105 a month under the present provisions of the Railroad Retirement Act, while they may not exceed $85 under the Social Security Act. The Social Security Administration has advocated liberalization of its rates.

4. *Unemployment insurance.* The Crosser act increased the maximum and extended the duration of payments for unemployment.

Unemployment benefit rates fixed in the Crosser act range from $1.75 to $5 a day ($8.75 to $25 a week) up to 10 days out of each 14-day registration period, except the first in a benefit year, when benefits are paid for only 7 days. A uniform maximum duration of 130 days (26 weeks) is provided. These unemployment benefit rates are above those of most states.

5. *Sickness insurance.* The amendments introduced the first national system of cash benefits in case of sickness (temporary disability) including maternity. Payments are determined by the same formula as that used for computing unemployment benefits and have the same maximum duration.

The two plans are separate, however, in the sense that separate registration periods apply and the maximum benefits may be payable for either or both so that it would be possible for an employe to get benefits for a full year minus the one-week waiting period for each type of benefit.

Various objections to the amendments were raised in committee hearings and on the floors of Senate and House: survivor benefit rates are too high; disability benefits should be payable only for work-connected disability; sickness benefits are not a proper charge against employers; the tax rates are too low to finance the system, but nevertheless, they are too great a burden on the railroads. These objections did not apply to the age retirement annuities as they are about the same, except for the minimum, as in the old law.

Important sections of railroad labor, however, were strongly in favor of flat increases in all age annuity rates or of a new formula that would produce higher rates. Increased living costs was the principle argument for such changes. Opposed to this is the fact that the usual minimum benefit of $50, the average of $70, and the maximum of $120 are high compared with the scale of the Social Security Act—$10, $25, and about $45 (at present) for a retired single man; $15, $38, and $68 for an aged couple.

What It Costs

On wages up to $300 a month, railroad workers now pay 3½ percent for retirement and death benefits. Under the old law the maximum would have been 3¾ percent in 1949 and thereafter. Employers pay an equal amount. The amendments increase the rate, so that it becomes 5¾ percent each on January 1, 1947, and reaches the maximum of 6¼ percent in 1952. In addition, employers pay 3 percent under the Railroad Unemployment Insurance Act, to finance unemployment insurance and sickness benefits. This remains unchanged.

Compared with the Social Security tax of 1 percent on employe and employer, plus the state unemployment compensation taxes (now averaging less than 2 percent on employers) these rates are high. The differences are explained by two facts.

First, the railroad retirement account is now on an actuarially sound basis and no government subsidy is contemplated. But the rate before the amendments was too low to assure the permanent financial stability of the system, even with the benefits then provided. Actuarial studies showed that the combined tax rate had to be raised by about 1½ percent for the old benefits. The increase of 5 percent in the rates included this, plus 3½ percent to finance the net increased cost of the additional benefits.

Taxes and Needs

Actuarial studies by the Social Security Administration indicate that the present 2 percent tax for old age and survivor benefits is far below the estimated actuarial requirement of 4 to 7 percent. At some time the 2 percent rate must be greatly increased, or there must be a government subsidy, or both may be required.

A second reason for the higher railroad retirement tax is the more liberal benefit structure. If Social Security benefits were raised to approximate railroad retirement levels and comparable disability benefits added, as the Social Security Administration has recommended, the actuarially necessary tax rate probably would be about the same as the present railroad retirement rate.

Experience under the Railroad Unemployment Insurance Act has shown that the 3 percent contributory rate is too high, just as 3 percent under state unemployment compensation acts has proved too high. Unlike most state plans, the Railroad Unemployment Insurance Act does not provide for a reduction in the rate through experience rating. Instead of lowering the contribution rate, Congress provided that the cost of the new cash sickness benefits should be paid from the 3 percent. That this will be entirely adequate to finance both types of benefits is shown by studies of the Railroad Retirement Board.

The Crosser act provides what the railway labor organizations believe to be reasonable benefits, in view of the financial situation of the railroads and the tax levied on employes. Some workers want higher benefits, others object to the tax rate. Employers insist that the taxes burden them unduly and that the rates are unreasonable in comparison with payroll taxes in other industries.

But to proponents of more and better social insurance benefits, the railroad system is now by far the most advanced in the United States.

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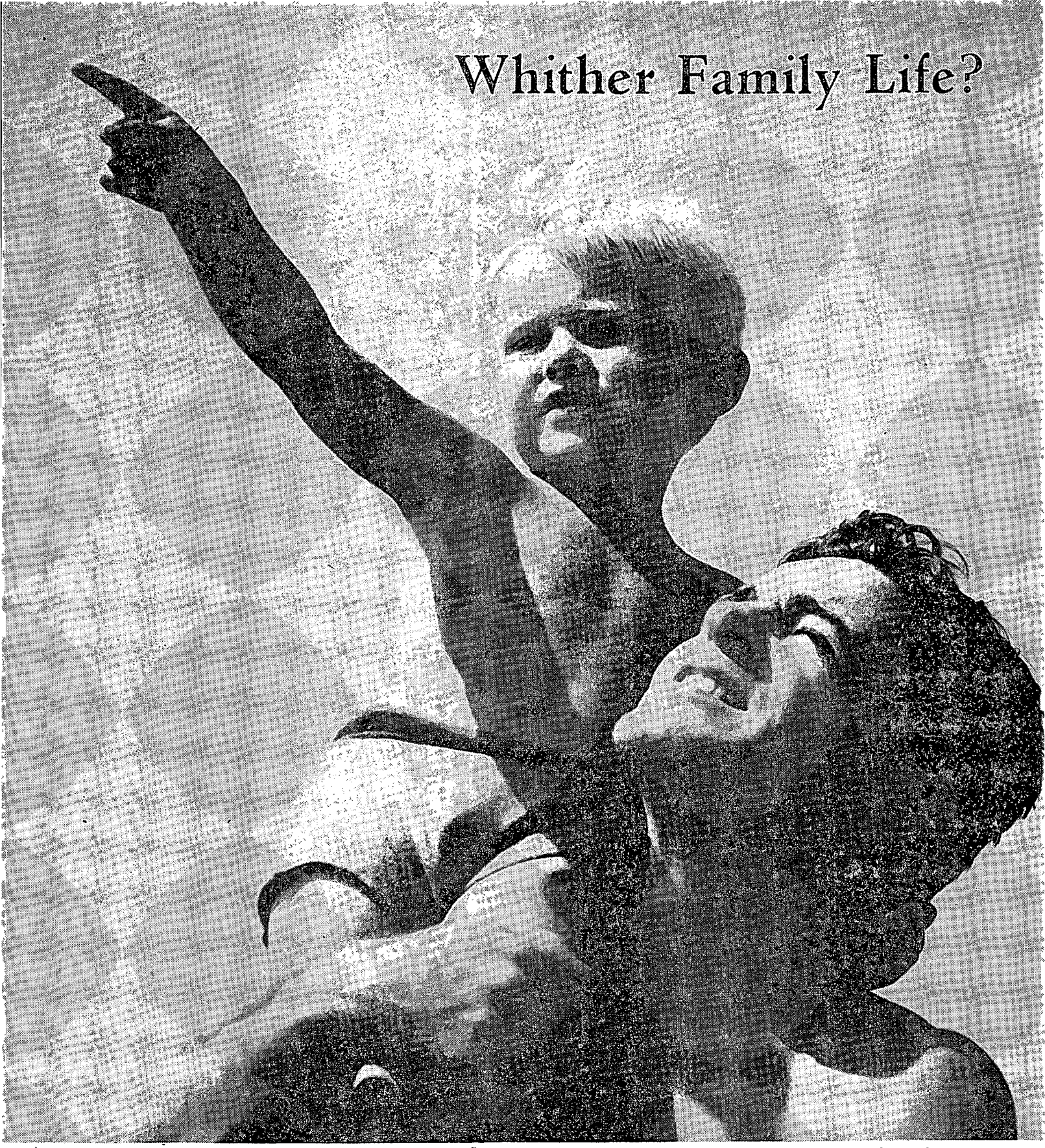
Whither Family Life?



Ewing Galloway

"Shock Absorber of Social Change"

A Special Section interpreting materials from the Biennial Conference of the Family Service Association of America

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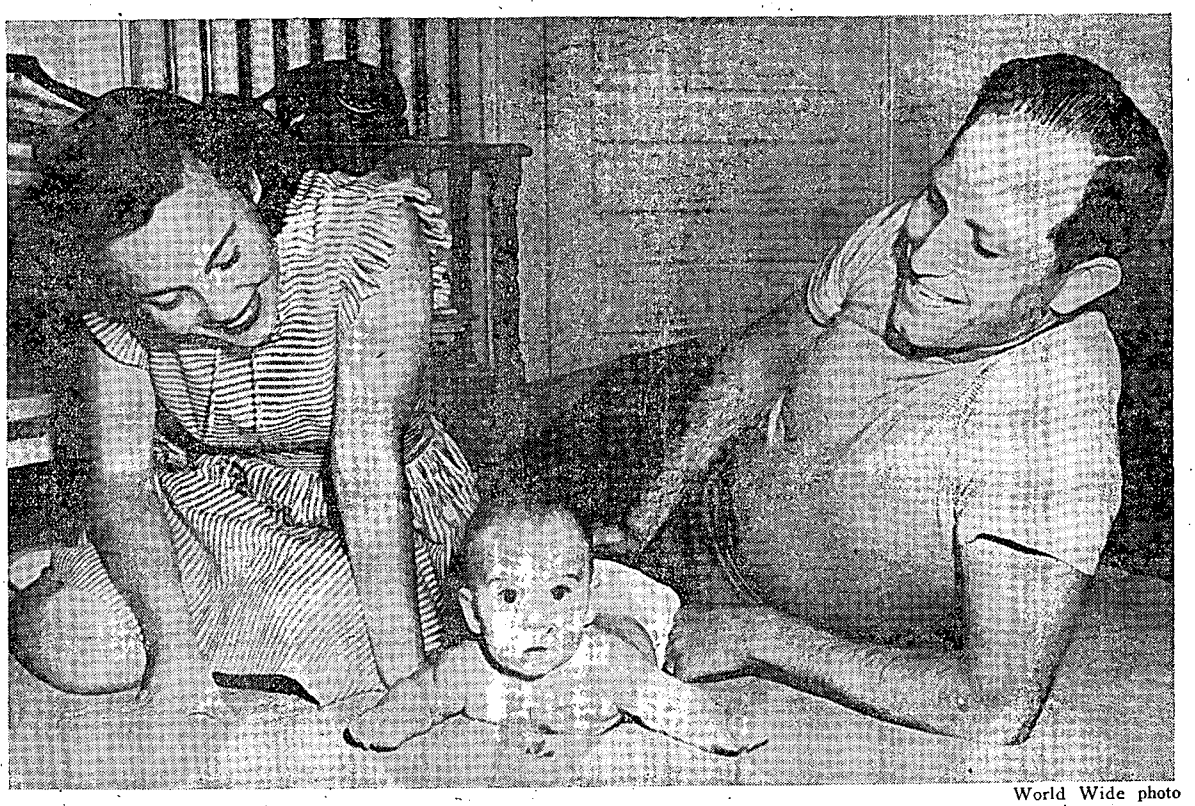

World Wide photo

"... a surplus of love and affection must replace a family-centered social and economic way of life"

Whither Family Life?

by Bradley Buell and Marion Robinson

Some day, perhaps, the producers of the "March of Time" with their sense of the dramatic vividness, the grimness, and the comedy of change, will parade for us across their screen the evolutionary trail by which the American family has traveled from where it was three generations ago to where it is today. To the youngsters of this modern age some of the "shots" will seem sheer comedy. Our grandfathers' stern, iron, bearded visages, our grandmothers' cameo-like countenances, always in constrained repose, the almost military discipline implicit in the conventionally stiff portrayal of the family group, swollen to a bursting point by a graduated ladder of children of all ages and sizes, no doubt will touch off gales of laughter. Museum oddities in trailing skirts, or tight-fitting trousers and high choker collars, will clamber up onto the first high-wheeled bicycle; or in linen dusters, into the early horseless carriage. Hilarity perhaps will reach its peak when the victorian counterpart of a juke box scene is shown to be a plush-upholstered parlor with very decorously attired young ladies and young gentlemen, surrounding a gasping foot-pumped organ to the tune of "Jeanie with the Light Brown Hair."

But for the older members of the audience, other scenes well may awaken a more nostalgic emotional response. The far reach of grandfather's broad acres, spreading out from the old homestead surrounded by the barns and barnyards, corn cribs, milk house and chicken coops—the social, economic, and administrative nucleus for a complicated enterprise of which he was the titular head in that rural America where more than two thirds of the people lived. The roomy, abundant kitchen with the fires ever burning in its huge wood stove, the cool damp cellar with well stocked shelves — eminent domain of the family's distaff side.

The routines of daily life—chores at dawn for the masculine contingent, stoking up the fires for their feminine copartners in preparation for a loaded breakfast table. Plowing the south forty, mending fences, putting in the winter's wood, husking corn, shocking wheat, beating showers to the hay mow—each according to its season. Cooking, baking, canning, mending, tending the chickens and the garden. Children trudging off for the little red school house—to an interlude from which they return to do their part in the evening chores. The trip to town on Saturdays—an eventful episode both for those who went and those who stayed at home. On Sundays everyone strangely self-conscious in his best attire, piling into the surrey and off to church; the women to congregate before and after, in little groups, to gossip about neighbors and babies; the men by themselves to talk of weather, crops, and politics; the youngsters surreptitiously pulling pigtails and trading shop talk of their own affairs.

The setting will seem different, the family pattern of our forefathers colorfully varied, if the "March of Time" takes us to the East, the South, the prairie land, the turbulent and pioneering West. Over much of the land, the American family was on the move, flowing ceaselessly into unoccupied corners, adapting to circumstances and surroundings out of this world to the eyes of our modern generation. Yet underneath, the pattern was much the same. Urban life in the villages and towns was still rooted in an agricultural economy. Cities were just begin-

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ning to grow apace, but their family life was bound together by outside forces and traditions, making each member dependent on the others.

"Time Marches On." Across the screen come Alexander Bell's telephone, Edison's electric light, Henry Ford's model T, Wright's airplane, smoke stacks and miraculous machines, sprawling cities, three wars, the greatest of all depressions. On August 6, 1945, the awesome beginnings of the atomic age. Familiar scenes, these, to the audience both young and old, all reflecting the patterns of fast moving, growing, insurgent, freedom-loving twentieth century America, with its vast material enrichment of life, new opportunities for freedom and flexibility in personal growth and self-expression, the pace and confusing pressures of daily living, the very absence of traditional restraints.

Then in a shot of a present day setting, the screen brings us the modern American family. The three small shelves in a frigidaire instead of a well stocked cellar. A frequent and easy trip to the corner grocer or downtown store instead of the weekly journey to the village. The graduated ladder of boys and girls reduced to a mere footstool of juvenile inheritance, traveling to graded or progressive schools by chartered bus. The homestead, if not an impersonal apartment, at least a gadget-equipped house, serving as a point of departure from which father goes to work, quite possibly mother too, the children to kindergarten, grade school, high school, college or specialized vocational training. Sunday, to be sure, will still be a day of rest, but the family will be seen engulfed by the Sunday paper and, perhaps—but only perhaps—making a brief visit to a nearby church or Sunday School, with city dwellers seeking a motor driven glimpse of out-of-doors.

Yet the screen will miss the mark if it shows these scenes to contrast a pastoral idyl with a pointless way of streamlined life. Life for many in those earlier days was hard and rugged. Minimum wages and maximum hours were things unknown. Security was a wholly personal and family problem. People became sick, got well or died, without benefit of clinics, hospitals, or modern specialists. The individual members of the family moved within an orbit restricted by its very need for self-sufficiency and self-maintenance. Their social, economic, and emotional life suffered from the liabilities no less than it gained from the assets of an essentially collective enterprise. Each member of the family attended to the tasks assigned to his or her division of labor. Frustrations were commonplace. But in those earlier days, rebellion was not easy.

"Bearded visage, cameo-like countenance, and graduated ladder of children"

Few in our audience would, even if they could, go back to those tribulations, conventions, and restraints. Their nostalgia is for the comprehensive purposefulness, the outer forces which bound the family together as a unit, and gave more than an emotional reason for its being. They would, by looking backward, turn their eyes away from the more democratic demands of modern family life, where marriage must be held together by the capacity to give and take, the willingness and ability to accommodate, each member to the others, where a surplus of love and affection must substitute for a family-centered social and economic way of life.

To so construct their scenes and cast their characters as to interpret the true significance of these events, the producers of the "March of Time" might well have sent their script writers last month to the Biennial Conference of the Family Service Association of America. There, for three days, over 700 people from the East, North, South and West brought their combined wisdom and experience to bear upon current family problems.

Many were practicing caseworkers, supervisors, executives, dealing daily through their agencies with the raw human materials of present day living; some were informed board members, agency policy makers.

Paralleling their own sessions and joining with them for the annual dinner meeting, were psychiatrists and mental hygiene administrators, attending the annual sessions of the National Committee for Mental Hygiene, who brought to their discussions the scientific knowledge and insight into personality and motivations which is fast pushing to the forefront of modern medical practice.

In the materials of these sessions, the producers of the "March of Time" could find drama, adventure, hope for the future. But they would also have found sobering facts, grim realities to be faced with courage and intelligence.

Counterbalances

"This is an age of mass production. I believe in it for it does and can still further raise the standard of living for all American homes. But the stability of every community in a nation, and indeed the nation itself, comes out of a balanced way of life.

"I believe that mass production needs to be counterbalanced in other fields by the highest form of individualization. This is obviously true in education and equally so in the field of social work and mental hygiene. Each human being needing any services must be understood for his unique self and helped in ways that would only fit him and him alone."

—From the welcoming address by Walter S. Gifford, Chairman of the Board, Community Service Society of New York.

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I. "Shock Absorber of Social Change"

"There is growing conviction that secure families are our best guarantee to eventual social stability. *This is our conviction,"* said Frank J. Hertel, general director of the Family Service Association of America, in his challenging keynote address. "Yet widespread and deep concern for marriage, the child, and the family as a whole are apparent everywhere. The American divorce rate, already the highest in the world, has reached an all-time peak. Divorces which in 1890 had ended one out of seventeen marriages, by 1930 were ending one out of six. For 1945, there was one divorce for every three marriages. The immediate outlook is gloomier still."

This did not mean, he hastened to add, that "family life as we have known it in America, is on its way out." The current divorce figures are swollen by a normal backlog which waited for action until the war's end, and the hastily-entered-into war marriages which cannot bear the strain of postwar conditions. Nevertheless, he said, the figures are still startling, and he cited efforts being made to stem the tide, such as the bill in the Michigan legislature allowing a veteran "a year of grace" after discharge, before his wife could divorce him.

"Problem Children"

Divorce was only one of many illustrations of today's family difficulties. Mr. Hertel referred to parent-child relationship problems, "often closely bound up in marriage difficulty," thereby touching off the theme of childhood behavior which was pursued with skill and concern down many psychiatric and casework avenues. The members of this conference, rather than centering attention on the trend toward juvenile delinquency which has, until recently, received almost hysterical popular attention, or on the "demand" for child care and the pressing shortages of facilities to meet the demand, showed a more fundamental concern about children.

Dr. Frank Fremont-Smith, vice-president of the National Committee for Mental Hygiene and medical director of the Josiah Macy, Jr., Foundation, told his audience at the joint dinner meeting that the basic emotional pattern of the child is established within the individual family, "by virtue of the dynamic interplay of its members upon the growing child," and that "this childhood reaction often determines the individual's response to adult experience." Sobering indeed was his description of men who had broken

Frank J. Hertel

under battle conditions and whose behavior was found to be "specifically related to traumatic experiences of childhood occurring almost always within the family framework."

Mr. Hertel had already underlined the strategy of this conference's attack on the problems affecting our children and youth. Just as the research of preventive medicine had been used to prevent the contraction and spread of disease, he said, "so the family service agency can become a strong force for the prevention of social and family breakdown." To these experienced practitioners, "family" and "child" were inseparable, and better, stronger family life was the sure road to a better, stronger future generation.

The Veteran Returns

Mindful also were all the members of the conference that, as one speaker estimated, 43 percent of America's families now count among their members a not so long returned veteran of World War II. Most no doubt agreed with Ralph Ormsby, Family Society of St. Louis County, who concluded in summing up one panel discussion, that service to the veteran's family is a more normal way to help him than by trying to serve him alone in a theoretical social vacuum. Yet there was full awareness of the new factors which the veteran's return had brought to him and to countless American homes.

Men who stood military service well, may break down after discharge when confronted with their previous situations, according to Dr. Felix Deutsch, director of the Boston Psychiatry Clinic. Pointing out that it takes time for a "soldier of yesterday to become the civilian of today," he said that many found it hard to "recapture their earlier ways of dealing with others."

The high proportion of men and women rejected for and discharged from military service because of psychoneurotic difficulties shocked us into awareness of the maladies resulting from social change and of the forces which have been tearing at the roots of family and personal security.

And, according to Dr. Fremont-Smith, the psychiatric casualty of war presents a different picture from the civilian under treatment only in "the violence of the precipitating stress, and the intensity of the symptoms." However, he added, "there is one deeply encouraging fact from the newer psychiatric insight—the average person, adult or child, has unsuspected and as yet untapped reservoirs of good will, good judgment and affection. The knowledge of their presence is both the justification for our continued efforts to make a better world and our only hope of ultimate success."

Mental and "Criminal" Illness

To the picture of divorce, the impact of family trouble and disruption on childhood and youth, to the immediate and long range problems of the veteran's adjustment, Dr. Fremont-Smith added another area of social maladjustment which cannot be separated from the motivations and responsibilities of family life.

"Crime and mental breakdown," he said, "have many features in common—in many instances only a legal technicality distinguishes the criminal from the insane. These two forms of disturbed behavior can best be understood as different manifestations of similar types of personality and social conflict." The impact of these disturbed and disturbing individuals upon their families and communities as they return from periods of institutional care, "is deserving of serious consideration," he went on to say, since, on

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the basis of current figures and the indicated increase, during the next ten years over 670,000 patients will be discharged from state mental hospitals, and over 750,000 prisoners from state and federal institutions. "What happens to these men and women while incarcerated?" he asked. "Do they return to their homes better adjusted, or filled with even greater hostility toward society?"

Everyone knows that the American family has been growing smaller. But only recently have we begun to be aware that it is growing older. Emphasizing the changing circumstances and new needs produced by this trend, Mr. Hertel pointed out that in 1900 "there were 3,080,000 persons of sixty-five years of age or over, residing in this country, or 4.1 percent of the total population. The 1940 census revealed 9,000,000 persons in this age bracket or 6.8 percent of the total population. It has been estimated by reliable authorities that by 1980 the aged population may consist of some 22,000,000 persons, representing 14.4 percent of the total population. The problems faced by aged persons are complicated by lack of family ties, declining physical strength, unsuitable housing, lack of financial resources and of appropriate recreation."

Human details of this picture were sketched in by Margaret Wagner, executive of the Benjamin Rose Institute of Cleveland. "The older person faces an unequal struggle in trying to maintain his self-confidence and self-esteem. He feels his loss of prestige both within his family group and in the community at large. . . . There is a very mistaken idea that little can be done with older people or that it is not worth while. . . . Modern science, however, has made the older person more active and physically more comfortable, so that he is less willing to be resigned to sitting on the side lines."

Not for Amateurs

Inevitably one came away from these discussions with a feeling that it is not for amateurs to tinker with the human emotions involved in the complex personal relations of family life. For divorce, delinquency, the problems of childhood, the adjustment difficulties of veterans, the frustrations of old age, were seen by these trained caseworkers and psychiatrists for what they really are—mere manifestations of structural weakness in personality or in its environment which only comes to the attention of organized society when it gives way under pressure.

In the discussion of marriage counseling as a means to prevent family conflict, for example, M. Robert Gomberg of the Jewish Family Service of New York City pointed out: "Usually it is the wife who first comes to the agency." Some common problems which she is likely to bring up include:

The interfering relative — usually each partner blames his respective in-laws.

Conflict over the family purse.

Differences about methods of rearing the children.

Degrees of sexual incompatibility.

Sol Libsohn

Old folks are people

And in another discussion of the same subject, Mrs. Elsie Martens Waelder of the Family Society of Philadelphia noted that people who come for help with marital problems are usually troubled about some immediate current situation. But in the majority of cases "the *acute* infection is usually related to a *chronic* infection" that may go back to attitudes, emotions, habits growing out of their own childhood experiences.

Or consider, as did the group discussing the problems of childhood, the emotional effect on young children of those major crises which at some time or other confront almost every family: when a new baby is born, giving testimony to the mystery of life as well as an introduction to the competitive element in human relationships, or when the child himself, or another member of the family goes to the hospital. The inexplicable tragedy of a parent's death, or serious illness; of sustained conflict between parents, or the knife-like separation by divorce, are frightening and confusing to the young mind. The struggle for comprehension and adjustment almost inevitably leaves its mark.

Again, who has not struggled through the yearnings, ups and downs, and apparent inconsistencies of adolescence, with the question, "What makes up maturity?" which was posed by Mary Rall of the Family Service Bureau of the United Charities of Chicago in a discussion on adolescent problems. And who would not have found satisfying, the answer that "self-security (or maturity) is the capacity to appraise the true nature of the problems of everyday living and to act accordingly. . . . The beginning struggle to achieve mature self-confidence, to reach out for love . . . to become an independent personality . . . almost inevitably is fraught with fears, gropings, and unarticulated experimentation."

Complex, Indeed

Complex indeed are those neurotic persons, who may hold a job and achieve some economic security, yet remain in a perpetual emotional turmoil. Discussion of the psychoneurotic veteran identified several familier "types" of personalities — the "runaway" type who must escape success, the self-depreciating "nobody" type, the overtime-working "exhaustion" type, the "sensitive" type, who finds his co-workers unfriendly. Here we may feel, but for the grace of God—and perhaps a more secure upbringing—go you and I. At least we may be sure that sympathy is useful only as it is accompanied by skill and scientific knowledge.

Nor would the members of the conference let us rest on the easy assumption that the tribulations of the aged members of our families can be met in a spirit of sweet simplicity. "In planning for the aged," said Mr. Hertel, "individual communities and the state and national governments have concentrated mainly on financial support." Yet in the forum discussion directed to the problems of this group it was made clear that the insecurities and frustrations of childhood are duplicated in old age, with the added barrier of no long vista of future opportunities to work them through.

These things indeed are not the province of amateurs. The march of time through three generations of family life has left the American family still functioning as the nucleus around which revolve the most important segments of our personal lives, the social unit in which children are born,

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brought up, passed on to families of their own. About its central core of affectional, social, even economic ties, about the indestructability of its basic functions, no one at this conference voiced doubt. But the social changes of these three generations have washed up myriad problems for the family as a whole and for its individual components, which will disappear by the use of no simple solvents. No less than the engineer, the chemist, the physicist hold the key to material economy of our age, do the psychiatrist, the caseworker, the sociologist, the physician hold the key to the human economy of its family life.

"Help Wanted"

The difficult experiences of the war years, members of the conference testified, brought home to the American family its need for expert help, and spread awareness of the special services on which it could call in time of trouble. To be sure, during the Thirties an increasing number of families were coming to psychiatric clinics and social service organizations, from all walks of life and for help other than financial assistance, the traditional requisite which brought clients to the agencies of an earlier day. But the social upheavals of the war period deepened and accelerated general awareness of the basic problems of individual behavior, of family and social adjustment.

The language and terminology of the psychiatrists came into common usage. "Neurosis," "psychotic," "mental illness" found comfortable resting places in the pages of the daily press or other current literature.

The vast concern not only for the large number of "neuropsychiatric" veterans but for the more general "adjustment" problems of all veterans helped sharpen, for the man in the street, the difference between those difficulties which are largely economic or financial and those stemming from social, personal, or family breakdown.

The migration of fifteen million people, from their previous homes, to locate in war industry towns brought practical frustrations with shortages in housing, transportation, and almost everything else; the difficulties which they experienced in adjusting to new environments and conditions, contrasted sharply with problems of "economic need" characteristic of the previous depression decade.

Moreover, as Robert F. Nelson of the United Charities of Chicago pertinently pointed out, vast numbers of people for the first time became aware that services were available to help them in connection with their problems. "The size of our armed forces and the size of the war related industrial job was such that its mechanics penetrated almost every area of the country. Many special services were needed to keep the program running smoothly. A great many of these were *personal* services, day nurseries, travelers services, services for families and men connected with the armed forces. People's need for and use of these services [resulted in] an acceptance of and reliance upon them. . . . It is now more socially acceptable to seek and use help [in connection with] human, emotional problems.

"Traditionally, family agencies have been and still are the keystone on which we have built social services to individuals in the community social work pattern. They have ranged from meeting needs of purely financial nature to giving service to persons with serious mental, emotional, and physical problems. The years have seen them slowly develop many social and valuable techniques for helping people.

"Thus as we enter the postwar decade," concluded Mr. Nelson, "it is this question of demand which poses our most practically serious question."

II. The Prevention of Family Disorganization

Members of the conference found no reason to believe that either the current demand for service, or the underlying forces creating it, were likely soon to diminish or abate. Raising a family has never been a matter for light consideration, but we have now come to the point where the venture is more fraught with risk. The increasing emphasis on individual freedom, the relaxation of traditional social restraints, the violent outward symptoms and the subtle undercover pressures of the worldwide struggle toward social and economic evolutionary change, all make it probable that family trouble will increase.

And so the conference devoted many of its sessions to a consideration of this theme, taking its cue from the earlier report of the association's committee on future planning, which had defined "the prevention of family disorganization and breakdown" as the basic reason for the existence of the family agency.

Three main lines of action emerged, in each of which the family service movement must play a stellar role. The first is directed, as family casework has always been directed, to the skillful diagnosis and treatment of individual family and personal troubles, using to the full the steadily advancing knowledge of modern psychiatry. The second is concerned with a broad educational program about family life and family living, paralleling in many ways public health education for better health. The third is the effective development of the family agency's capacity to exercise leadership in organizing the community's total service, educational, and financial resources to implement both of these basic approaches.

Diagnosis and Treatment

Diagnosis, according to Webster, is "the art or act of recognizing the disease through its symptoms," or a "conclusion arrived at through critical perception or scrutiny." Treatment in our sense means "to care for a patient" or "to seek a cure, or relief of a disease."

Certainly, the caseworkers at this conference had long since demonstrated their capacity to arrive at significant conclusions about the troubles of their family clients, through the use of critical perception or scrutiny. In the symptoms of family disorganization they find the materials of their daily practice. More and more, it was clear, are they able to see beyond these symptoms and identify the reasons for them. So also is it their task to care for their family "patients." And to casework's traditional ability to relieve a family's social ills, was added abundant evidence of increasing ability to cure the underlying difficulties.

Rightly, therefore, the family service movement regards professional competence in diagnosing and treating the disrupting troubles of its family clients as the first and most fundamental line

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of defense against increasing family disorganization. Complete comprehension of the nature of this diagnostic and treatment competence could come only by a duplication of the caseworker's own years of training and experience. No more than one expects to understand all that a doctor or an engineer or a chemist knows and does, should one expect to understand all that a caseworker knows and does. The lay person must judge their professional purpose and procedures mainly by results which he can comprehend.

Yet the dynamic of this professional philosophy is clear. Just as the physical scientist tries to release the elemental forces of nature and turn electrical (or atomic!) energy to productive use, so in the families which come to them for help the caseworker and psychiatrist are striving to release the energies and forces in human nature that can be turned to good account.

As Dr. Fremont-Smith pointed out, casework shares with psychiatry a conviction, born of experience, about the powerful impulse of human beings to grow and achieve. Time and time again they have seen troubled people rise to meet and overcome difficulties which threatened to swamp their family, personal, or vocational lives. The caseworker knows that in the human beings that make up each family there are strengths and forces which, if they can be discovered and released, will attack whatever virus is infecting their social life and unity. That is what caseworkers mean when they say that their essential skill lies in "helping people to help themselves."

Knowledge

Knowledge of human nature and the interplay of environment upon it is the first key on which the caseworker must count to unlock the constructive forces in the families or individuals among his clients. This is not merely the rule of thumb understanding of people and predicaments that all of us have or like to think we have, by reason of native insight and knowledge picked up from general reading.

The astonishing advance in more precise understanding of the phases of human growth through childhood, adolescence, adulthood, and old age, is a development to which professional caseworkers themselves have contributed greatly. They have drawn upon medicine, psychology, and psychiatry to enrich findings from their own professional experience. Because their training synthesizes for them this accumulated knowledge of why people act as they do, they are able to replace the intuitive flashes of insight which come to many understanding folks, with a steady light which is safer to work by.

Courtesy, Community Service Society of New York

Family budget planning is not just a cut-and-dried proposition

Many of the conference sessions were clinical discussions based on the presentation of firsthand case material. Revealing indeed was the intentness with which the participants searched for the clue by which to untangle a complicated skein of personal involvement or social trouble. Observable, too, was their skillful evaluation of the subtle interplay of environmental and personality factors in the particular situation.

A homely illustration, it seemed to us, of the contrast between lay and professional perception was to be found in discussions about "money," as related to several different problems. "We know," said Dorothy V. Thomas of the Washington (D.C.) Family Service Association, "a child's first experience with money is in terms of affection, gifts, prestige, and authority, and that the experience is intensified during adolescence in the struggle between dependence and independence, in rivalry and power." Later, as an adult, when he is unable to earn and needs financial help, "he may revert to some of these earlier patterns." The caseworker's approach to any troubled adult involves an attempt to support his capacity for independence in solving his problem. But, for example, in work with an unemployed client who has been the wage-earning head of a family, the countless ways in which he is shown by the caseworker that he is regarded as having the same status as before, both as a person and as a family member, become the means of preserving his personality balance during a crucial period.

The knowledge of the caseworker comes not only from the synthesis of the cumulative experience of casework and its allied professions, but also from ability to get systematically pertinent facts about the family or individual client. The routine investigations of earlier days have changed as the utility of facts relevant to problems has become better understood. Getting "history for the sake of history" especially from so-called "objective" sources (sources other than the client himself) "has become outmoded," said Marguerite Meyer of the Boston Family Society. "Skilled caseworkers are looking to the client as the primary source of information. It is much less important that a client exaggerates his situation . . . much more important to know why he does."

How far caseworkers should go in encouraging clients to reveal information about their early lives was another point discussed in the session on marriage counseling. Mrs. Waelder felt that this was usually necessary. Often the immediate conflict can be understood, she said, only in terms of the past experience of one or both of the two personalities involved. Sometimes, however, this is not the case, as in the instance where recently developed health and financial problems were clearly at the root of the difficulty.

This same question came up in the

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discussion of casework for the aged. Here Miss Wagner stressed what information one gets from the client himself must *always* be determined in the light of his particular personality and situation. "We hesitate to open old wounds if we cannot do anything about them," she said.

The elements of the first equation in diagnostic and treatment competence can thus be easily understood—cumulative professional knowledge about human nature and environmental interaction plus relevant facts systematically procured about each troubled situation which presents itself.

Skill in Treatment

As revealed in these discussions, the casework treatment process seems close to the process of living itself—a means of bringing about change within the person and within his environment. The dynamic center around which change occurs lies in the quality of relationship between the caseworker and the client. Understanding of human behavior, knowledge of the client and the facts of his situation, information about community resources, and awareness of his own psychological strengths and weaknesses—these are the caseworker's tools. But they assume meaning only in terms of the relationship which is established.

One of the ways in which this two-way relationship can be used to effect constructive change appeared in a case discussion of a fifteen-year-old delinquent girl to whom the relationship provided emotional support during a crucial period. The mother's obvious preference for her two younger children had left the girl in great need of an adult on whom she could depend, as well as producing anger and fear which this youngster expressed in anti-social behavior. The successful change wrought in this instance lay in the skill with which the worker was able to fill the gap in the girl's life while she helped mother and daughter to an improved relationship through recognizing and preserving what warmth of feeling they had for each other.

The leader of this discussion group, Miss Rall, pointed out that the adolescent's troubles are usually due to the fact that his family has failed him, and he needs more than he can get through normal social life with his own age group. Though the caseworker must supply his need for someone to depend on, it takes real skill, for the adolescent usually feels that he must disguise his need and appear to be independent.

The use of the treatment situation to help troubled folk find a measure of self-understanding came out at many points. One could visualize the parent who comes to the agency in a turmoil of shame and conflict at the behavior of his problem child, and who is eventually able to come to see how his own secret attitudes have gotten communicated to the child and helped to produce the behavior; or the worried wife who appeals for help out of fear that her husband's affections have dwindled and who, with the worker's understanding and skillful interpretation, gradually becomes aware that she has expected her husband to be a kind of "indulgent father" to her, and that, in not assuming her share of the responsibility within the marriage, she has brought about the thing she most feared.

In describing the treatment relationship in marriage counseling cases, Mr. Gomberg said that typically in marital discord, "the lines of communication between husband and wife have been torn down," and that the caseworker uses his own skill to help to break the deadlock and rebuild communication.

Establishing a constructive relationship in the instance of marriage conflict poses a special difficulty, for usually only one of the partners comes to the agency requesting help, and often the other partner feels that the caseworker has already lined up against him. This raises a difficult technical problem for which two solutions were offered. Some have found it best for the caseworker to consolidate a good relationship with the applying partner before suggesting contact with the other. Others believed that early relationships with both should be established and that this should be suggested in the initial interview. Both approaches had met with success in individual cases.

PM photo by Martin Harris

Learning to "get along" comes hard!

In situations of parent-child difficulties, establishment of a treatment relationship is complicated by the fact that, in contrast to a marriage conflict between equals, the parent is responsible for the child. Thus the caseworker must decide whether there should be —or can be—contact with the child at all. Opinion in this discussion seemed to be that where the problem was primarily the parent's, or where contact with the child seemed distasteful to the parent, work might be exclusively with the parents. Quite frequently, however, the school age child, as well as the adolescent, has been found to respond well to direct treatment relationships. Such work with children under the age of six is still in an experimental stage.

The group discussing this subject felt that treatment should be undertaken on the basis of clear indication of the child's need for help; that both parents and child should understand the purpose and nature of the interviews; that the child's confidence should be respected; and that the parents should be prepared for slowness of change.

Skill in Using Resources

Finally, there is the situation where constructive change is brought about through the caseworker's skill in using other experts and resources to provide a specialized service needed by the client. A "homemaker" is provided to keep house and care for children while a mother goes to the hospital for an operation. Arrangements are made for a restless youngster to join a supervised recreation group where he can get a new lease on life in activity with others of his own age. The caseworker uses skill in drawing upon these and many other resources—those offering legal aid, public assistance, medical care, and specialized care for children.

The ability of the caseworker to establish good working relationships with practitioners in other professional fields has increased and developed over a long period of time. Of special interest in this conference, was the forum given to cooperation with the clergy. Robert Morris, chaplain of the Philadelphia Episcopal Hospital, said

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that too often social workers overlooked the importance of religious counseling to the clients with whom they worked. The true purpose of religion, he said, is to free people, not to burden them, and he felt that social workers should look upon the religious resources of the community as a constructive force in helping people. He reminded his audience that the visiting minister has a chance afforded no other outside person, to discover family problems in their incipient stages, and thus he should be a fruitful source of referral.

Here, then, is the family service movement's first line of defense against the forces which are today making for family breakdown. "I recognize," said Dr. Fremont-Smith, "that the good social worker is a true therapist in the best sense of the word."

And as this conference showed, that line of defense, the capacity of the professional caseworker to diagnose and treat the infectious troubles of their family clients is, beyond question, being steadily strengthened and deepened by advancing knowledge and practice.

Education for Family Living

The case records of social agencies are full of sad histories where troubles began because men and women were uninformed about and unprepared for the responsibility of family living. Hasty marriages, consumated in a haze of romantic involvement without mutual understanding of feelings about money, bringing up children, relationship to in-laws, in a high percentage of instances have ended in the divorce courts. High spirited adolescents have found themselves in the juvenile court because their struggles to be independent were incomprehensible to their parents. These same records show that many of these troubles could have been avoided if young people had been better prepared for marriage, if parents had known more about how to bring up children, if there had been more understanding of the inward ties that hold families together.

This conference gave recognition to such need by identifying broader education for family living as the second major defense against the further disorganization of family life. The role which the family service movement needs to play in such an educational effort was defined by Mr. Hertel in the following quotation from the report of the committee on current and future planning: "The accumulated experience and observation of the family agency could not only continue to be used as a basis for treatment of individual situations but could also be used as a basis for community education on the personal attitudes, environmental factors and social requirements that make for sound, satisfying life."

He noted further that a number of family agencies have already taken leadership in this direction. In the San Diego family agency, one staff member has been assigned to plan group discussions and study classes in various aspects of family life; the New Orleans agency is sponsoring a two-day institute for parents; Miami has conducted an experimental project for mothers with children under the age of six.

The latter project was described later in detail by Dorothy Cason, executive of the Miami Family Service. Fifteen mothers of children under the age of six were invited to come in for a series of individual consultations on problems involved in the care and training of children in this age group.

Representing a wide range in education, employment, social status, and income, these mothers were recruited from groups with which staff members had natural contact—the agency's board, union groups, YWCA young matrons' group.

The individual consultations were assigned to five staff members who planned their work together. A bibliography was prepared, and notes from school training courses and materials from institutes and conferences were used in putting together background subject matter. The proof of the pudding is to be seen in the fact that after the conclusion of the consultation project itself, thirteen of the fifteen mothers expressed interest in further use of the services of the agency.

Everyone seemed to agree that more and more people are groping for a better understanding of how to bring up their children and meet their family responsibilities. But many are going to the wrong places for real help. Cited as examples were the popularity of the "advice to the lovelorn" columns and other newspaper features; the commercially profitable radio programs which deal with family problems either in fictional form or in the "court of human relations" manner; the rapid increase in the number of private "counselors."

A first plank in any educational program, therefore, must be something like a "when in doubt, consult your doctor" campaign. Frances Levinson, of New York's Jewish Family Service told conferees that the time was ripe to build "a psychological bridge" between the modern family and the modern family agency. People are beginning, albeit reluctantly, to recognize that they need to delegate responsibilities to specialists whom the family once considered intruders into its own affairs. "Today," she said, "the family sees itself as the setting through which its members receive their emotional education for living . . . a practicing and testing ground for the individual's capacity and ability to develop, to change when necessary and to learn to take and carry the various roles assigned in a lifetime."

But if family agencies are to persuade the community that seeking professional help may be a mature and responsible act, rather than an admission of personal failure, caseworkers must get their own psychological houses in order, a number of speakers stressed. That is, they must show confidence in their own capacity, they must cease trying to hide their light under a bushel, for fear that illumination in the public eye will reveal some of their shortcomings as well as their successes. "It is time for us to take a place in the world," declared Miss Levinson, "along with other professions and give up our 'perfectionist' goals. Doctors and lawyers do not guarantee success in every case they handle, they freely acknowledge their need for more experience and research. But social workers act as if *any* unsuccessful case were a black mark for the profession."

Believe in Own Competence

Clare M. Tousley, director of the department of public information of the Community Service Society of New York, urged that "the main thing is not to doubt our knowledge as family social workers as much as we do, but to sort out the things that are within our competence, and then go ahead and talk about them."

Another and different sort of fear, obviously was in the minds of many who discussed this question. That was that they might be swamped with applications for advice and help, beyond any realistic limitation of funds and trained personnel. Orville Robertson of the Family Society of Seattle, however, suggested that this liability

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might be turned into an asset—increased demand could be used as demonstrated evidence of increased need for funds—although he admitted that the staff would have to be willing to go through a period of strain and pressure while the "evidence" was accumulating.

Admittedly, the whole concept of better and more general education for family life is new. Public education has a methodology of its own, and its application in this field will call for experimental demonstrations of many kinds. But the family service movement is beginning to see clearly that education together with diagnosis and treatment are inseparable twins in the approach to the prevention of family breakdown.

Community Leadership

The members of the conference patently realized that plans to extend the quality and reach of family diagnostic and treatment service and to provide better education for family living must depend on broad community leadership and support.

Mr. Nelson, succinctly illustrated one practical aspect of this dependence when he said: "Community chests have made great gains in finding new money during the war years. For 1946, they raised and allocated to local services 46 percent more money than in 1941. But the fact is that in 1946 chests allocated to the family field, including all types of family service, only about 16 percent more than they did in 1941. If the family field is to motivate its present plans as outlined by the report of the committee on current and future planning and as discussed at this biennial meeting, it must have a greater share of this new money, or more new money must be found, of which the family field will get a greater share."

Community support, however, has broader implications than the allocation of additional chest funds. With the recognition that other groups and other agencies have important roles to play in the organization of the community's total resources for better family life, members of the conference moved into consideration of what was involved in their own particular role and responsibility.

Citizen Strength

What makes for a family agency, strong enough to play a leading role in the community's program for better family life? Of and by itself, the leaders of various discussion groups agreed, professional competence is not enough. First of all, the agency must have a representative and interested membership constituency, a capable board, and good public relations.

The agency needs a membership constituency not only to give it legal status, explained Margaret G. Davidson, of the Scarsdale (N.Y.) Community Service, but to provide a group of people who can interpret its work to their friends and to the community. In reverse, they can also serve to interpret the community to the agency—that is, become a sounding board for community reactions to the agency's work, to new policies that it may be considering, to old policies that may need to be discarded.

The vital role of the board of directors and the responsibilities of its individual members were well canvassed in a discussion group for board members, led by Ralph Uihlein, president of the national association. Pointing out that the board not only sponsors the agency, but is legally responsible for its work, he suggested that its members should all have an interest in people, "a conviction about the worthwhileness of the function of the agency," time to devote to its work.

Selection of board members should be made with an eye to the capacity of each person to make some special contribution to the agency, and also to their leadership in industry, labor, religion, geographical areas and other major factors in community life. By planned procedure they should be given opportunities to become thoroughly familiar with the agency's purpose as preparation for effective leadership.

"The basic purpose of public relations," said Miss Tousley, "is to create community good will and understanding. No agency can be adequately financed and staffed without enjoying this. Nor will the sort of clients you can serve appropriately use you if you do not stand well in community opinion." And she strongly backed up Mr. Hertel's earlier advice to strike a new keynote in the enlistment of community good will. "It is time that we talked not so much about what our agency is doing but what we know about family life. Our staff knows a great deal about this, about parent-child relations, about the causes of marriage breakdown and many related subjects."

The contrast between public relations objectives of a decade ago, mainly aimed at the group of large contributors, and those of today, reaching out to the whole community, was stressed by Mr. Robertson. And in these attempts the "whole community" must be analyzed for public relations purposes said Sallie Bright, director of the National Publicity Council. Selected groups, such as the schools, unions, and churches, must be studied in terms of their varied receptivity or hostility to the agency's program. Practical plans made on this basis will prevent ineffective results.

"The family service movement in this country is on the threshold of a great advance," Mr. Hertel had predicted in his keynote address. It was clear from these discussions that the "service of supply," so essential to the maintenance of this forward movement, must draw the manifold resources which it needs from as yet hardly tapped reservoirs of community leadership and good will.

Scope and Function

Also, if the family agency is to play a leading role in the community's advance toward better family life, it must be clear about what that role should be.

No less than the American family has the family service movement itself been buffeted about from the even tenor of its ways by three decades of wars, booms, and depressions. Within itself, great changes in function and outlook have come as a result of steady professional advancement. The pressures of the last decade have pushed this agency in one direction, that agency in another. Differing schools of thought in respect to casework practice and agency functions, are in seeming conflict at major or minor points.

Yet certain areas emerged in which family agencies soon will have to make important decisions of policy, if they have not already made them. The first is in an area where the issues already seem largely settled. The trend of the Twenties away from preoccupation with relief was set back on its heels by the overwhelming relief needs of the depression which, in its early days, fell largely on the shoulders of the private agencies and from which they had not wholly escaped even by the late Thirties. But ten years of a national social security program, ac-

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companied by the general acceptance of the principle that economic need is a government responsibility, and half a dozen years of full employment drastically reducing need, have changed all that. Indeed, a representative number of agencies now are charging modest fees for consultation and service, in cases where the client can afford to pay—a far cry from the practice of the relief days.

This conference, therefore, could be taken as a celebration of the severance of the umbilical cord that has attached the modern family agency to its material relief progenitor. Not, to be sure, in the sense that it refuses to give service to families in need of material assistance. But the modern family agency is no longer to be looked upon by the community as a vehicle through which it may discharge its responsibility for caring for families whose primary need is material assistance. Instead, the community must regard its public welfare services as the main instrument through which to meet that obligation. Relief given by the family agency to its clients is incidental to its treatment of the variety of problems that must be met through a comprehensive rehabilitation plan. Yet the family agency, it was agreed, must still serve as the community's watchdog for the public welfare program.

Not only is aggressive support of public service important to the community, but it is important to the protection of the private agency's own program. Particularly in times of economic emergencies, an adequate public program to meet relief needs is the family agency's only safe guarantee that its own private funds will not be diverted into meeting elemental demands for food, clothes, and shelter.

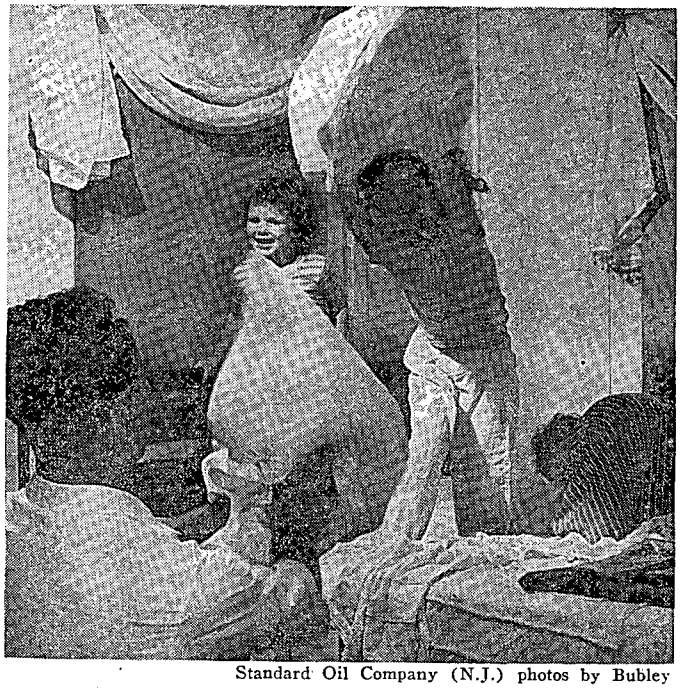
This growth from the cradled infancy of relief administration to the accepted maturity of its diagnostic and treatment function forces into perspective another area of policy in which decisions are only now beginning to take form. In earlier days, the need for relief provided a simple and easy basis for determining whom the agency would serve. But as more and more families apply for diagnostic and treatment service, the agency must either presume to meet all of those needing such service or define in other terms those whom it can and will serve and those whom it will not. And not only must these decisions be made, they must be interpreted successfully to the clients and to the community, if confusion and ill will are to be avoided.

Moreover, with casework's increasing capacity to deal with other than economic or environmental problems, it has become increasingly desirable to make contact with families in the early stages of the development of their difficulties. "We must learn to get across to people," said Miss Levinson, "that it is not a sign of weakness to have a problem." Otherwise, families "will only use us after their strength has been destroyed through the long wear and tear of a deteriorating marriage or a bad parent-child problem. They will not use us when their problems are new and when we stand a chance of helping them meet their problems with their strength intact." But such a policy of discovery, of reaching out for families that need service is difficult to manage unless the agency has the whole community as the objective for its program.

Again, as Mr. Hertel implied in his opening analysis of the issues facing the family service movement, if the family agency does not provide service for which there is a community demand, and which is related to its basic purpose, other resources and facilities will spring up to meet the demand. "For many years before the onset of what has become popularly known as the United States divorce wave, counseling and education for family living . . . has commanded the attention of various groups and organizations both within and without the general field of casework practice." But, he went on to emphasize, "In the opinion of the committee on current and future planning, it is not logical to separate marriage counseling from other types of family counseling. . . . Yet by and large, family service agencies have not achieved wide and general acceptance as major community resources for marriage counseling."

Issues which are somewhat different but no less difficult grow out of the multiplicity of specialized services in the present day community setting, in which the family agency must operate. Public welfare services, juvenile court

Happy family life means sharing chores with mother—



Standard Oil Company (N.J.) photos by Bubley

—and a romp with father after bedtime stories are over

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services, foster home and protective services for children, medical social services, services to transient families, psychiatric services, assistance to veterans, the aged, and the like, all offer specialized service in connection with particular difficulties confronting a family or its individual members.

A Comprehensive Approach

Generally speaking, the family service agency is equipped to diagnose and plan treatment for a very wide range of problems, and by virtue of that comprehensive approach, to identify and treat the *central difficulty* making for the disintegration of a family's life. But the successful discharge of that function now involves a whole series of relationships and understandings with other agencies of the community—no easy task at best.

Hence, the structure of family agencies at present is somewhat fluid and of necessity varies from community to community. For example, Mr. Hertel pointed out that "family agencies have always focused on the needs of the *whole* family and their current practice reveals increasing attention to direct work with children in families using their services." He added that in approximately 30 percent of the association's membership, child placement is also a part of the agency's work.

Underlying all of these issues of expansion and relationship is the practical problem of personnel. On the one hand, the demand for assistance by families and individuals with adjustment and emotional problems has steadily increased; on the other, increased knowledge and the perfecting of practitioners' techniques, putting an ever greater premium on graduate training and supervised internship, lengthens the time and increases the cost of acquiring standards of professional competence. These twin trends inevitably color practical and realistic consideration of all the issues of revised scope and new functions, with which the whole movement is struggling.

Just how they will be faced and solved during the next decade seems as yet uncertain. Experimental developments in relationships, with intake policies, in coordinating and cooperative devices, with mergers, in interpretation, were reported from many different angles at the conference. One can hardly doubt that, in time, they will be faced and solved with a forward look. Indeed, the careful report of the committee on current and future planning, prepared in advance of the conference, had already taken this position:

"The family service agency, given relatively adequate staff, should endeavor at all times to be available to families in trouble. On the basis of careful evaluation, it should either assist such families within the framework of its own service . . . or make appropriate referral to another, or other agencies. . . . To cut off the flow of applications to the agency results in denying persons help when they need it most and when family casework can have its greatest preventive value." In other words, while the family agency must exercise discretion in choosing the care of families or individuals to whom it offers extensive service, it must also strive to retain a diagnostic and steering service for all those who turn to it for help.

One final area of community organization for the prevention of family disorganization had been earmarked both by Mr. Hertel and this same committee. Undeniably, today as always, many of the factors disrupting family life have their roots in the social and economic milieu in which we live. Bad housing, low income, unemployment, race prejudice are continuously breeding social and emotional disorders. What is the role of the agency in the community's and the nation's efforts to modify and remove these basic social ills?

Social Action

The presentation of facts about economic conditions, standards of living, housing, health, and so on, in the families which they serve, has been a traditional means by which family agencies have brought to the attention of their boards and to the community, basic needs that can be met only by social or political action. Many now well established health and social movements such as antituberculosis, housing reform, child labor, and the like, sprang from knowledge of underlying problems gleaned by the early family agencies from their contacts with low income and underprivileged sections of their community.

G. Howland Shaw, board member from the Family Service Association of Washington, D. C., noted that board members can "participate effectively in social action and in efforts to obtain appropriate legislation."

Morris Zelditch of the Council of Jewish Federations and Welfare Funds, New York City, brought out that by social action we invariably mean political action, because legislative or administrative action within the legislative framework usually seems to offer the best opportunity for successful effort. He added that it is equally incumbent on social workers, as citizens, to join with other social action groups, civic organizations, unions, special care organizations in bringing public opinion to bear on the improvement of social conditions.

While it was clear that in connection with this, as with many other matters affecting the conditions of family life, the family agency has no exclusive responsibility, a considered agency policy is nevertheless important. Some agencies, it was noted, have legislative or social action committees.

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This annual conference of the family service movement, held in the 69th year of its organized history, was predominantly a conference about methods, goals, and content of social casework. The depth of its findings was a tribute to its maturing professional capacity. The cautious and experimental determination with which the professional caseworkers present were reaching from the known to unknown areas of social causation and human motivation testify to a scientific spirit attacking problems of the humanities.

One felt that in this fundamental characteristic, perhaps lay the greatest hope for the eventual arrest of forces which seem to be making for instability and insecurity in American family life. Witchcraft gives way to science. Professional skill drives out black magic. Knowledge is the great antidote to fears, prejudices, and popular hysteria. The American family can be helped through the tempestuous seas of social change by nothing less than full navigational understanding — an understanding of changing and often divisive currents, of the direction of its modern objectives and responsibilities, of its own intrinsic motor power and complicated relationships.

From the essence of their daily tasks, the practice of their profession as social caseworkers, the men and women of this conference are adding bit by bit to this essential understanding. Eventually, after the fashion of all scientific knowledge, this will become an inherent part of our newer, positive, modern philosophy of family life.

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THE COMMON WELFARE

World Relief Confusion

Confusing to most of us these days must be the picture of world relief needs and plans that comes through the maze of controversy, news stories and special releases emanating from UNRRA, the United Nations, and the many voluntary agencies raising funds in this country to send supplies abroad. Yet the underlying facts are relatively simple.

For many reasons, the problem of "displaced persons" has a first priority. There are still about 1,000,000 of them in Europe. Seven hundred thousand are in camps. About 143,000 of the total are Jews, most of them in the American Zone. An estimated 250,000 Chinese were moved out of China and have not yet been returned home. The prospect for "resettling" these displaced persons is a matter of some debate, one important segment of which hinges upon national immigration policies, including our own. Some feel that the problem of these displaced persons must continue for a generation.

In addition to displaced persons, all peoples of eastern Europe and China still have great need for food supplies and equipment of all kinds. UNRRA reports that the 1945 harvest was "disastrously low." The yield for 1946 is higher, but still substantially below prewar years. None of the countries assisted by UNRRA will be self-sufficient during 1947.

Plans to meet these worldwide needs are, to put it mildly, uncertain. UNRRA, which will have furnished about three and a half billion dollars of supplies, expects to complete the liquidation of its European program by the end of this year, and its China and Far Eastern program by the end of the first quarter of 1947. Fiorello H. La Guardia, director general of UNRRA, has promised to turn over $550,000 to the United Nations for an International Children's Fund to establish child feeding centers.

The proposed International Refugee Organization under the United Nations, however, is still being buffeted about on the gridiron of international politics. One obstacle is the Soviet Union's refusal to support a program for people who do not wish to return to their home countries. Another is the budget. The United States and Britain have agreed to take 71 percent of this, but on condition that contributions from other countries are made obligatory. It seems clear that a program of even minimum adequacy will be dependent on effective UN action.

Into this prospective vacuum, American voluntary agencies are rushing daily with the announcement of relief programs and money raising plans. These include not only the organizations previously financed through the National War Fund but church groups, clothing drives by the National Federation of Business and Professional Women's Clubs, and the like. No complete list of these drives is yet available.

No doubt much of this confusion was inevitable in the transition from war to peace. One may only hope that the pressures of public opinion and of human need itself will speed the acceptance of orderly and adequate responsibility by voluntary agencies, no less than governments.

From the City Fathers

Offsetting, to some degree, the day-by-day news of disturbed race relations, comes announcement of specific steps taken by several cities to combat discrimination. In San Diego, the city has sponsored a study made by the American Council of Race Relations to determine causes of increased racial and religious tensions. The survey showed the need for study of housing, work, and community interests of the cultural groups which had moved into the city during the war. Specific recommendations were made regarding intensification of the city's intercultural education program and discipline of police officers who practice racial discrimination. One result of the survey is formulation of a plan to mobilize volunteers and governmental units to help solve the city's housing and employment problems.

Chicago's new civil rights bureau is acting to make prevention and prosecution of discrimination a function of the city law department. The major activity is enforcement of the Chicago fair employment practices ordinance adopted last year. Two other ordinances now being drafted or discussed concern prohibition of defamatory statements against religious or racial groups, and insurance of full privileges of public buildings and conveyances for all citizens.

In New York City, councilmen recently voted unanimously to appoint a nine-man committee to investigate alleged discrimination against students seeking admission to professional schools. If the committee's probings show discrimination that violates laws now in effect, offenders will be turned over to the district attorney for prosecution. The committee may also propose new ordinances to correct conditions which they find in their inquiry.

Not So Local

Local responsibility for public health service has been so long a tradition in this country that few people realize the extent to which the federal government has now become a partner in this enterprise. No complete national data are available, but a tabulation from the local counties in twenty states participating in the American Public Health Association's annual local evaluation plan shows that 27 percent of their total expenditures came from federal sources. In isolated instances this amounted to as much as two thirds of the total spent; in several, more than half.

In these counties, also, federal subsidies accounted for a larger proportion than did state monies which amounted to only 17.7 percent of the total. But the two together paid for nearly 45 percent of the local service. Moreover, state health departments themselves also are receiving federal money for their own administrative budgets. This, of course, does not find its way down to the county level.

The bulk of these funds comes from congressional appropriations to the U. S. Public Health Service for general as well as special purposes such as venereal disease control, and to the Children's Bureau for maternal and child care. But they do not reflect an accepted over-all grant-in-aid policy, and it is clear that a federal retrenchment trend would find a good many local communities hard put to it to make up the difference.

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HERE IN WASHINGTON

IF THE TIMES WERE NOT SO SERIOUS the 80th Congress ought to rate high in entertainment value. Traditionally, success in the off year election means success in the next presidential campaign. The Republicans are determined that this is one tradition the Democrats are not going to break. As they see it, the only upset could come through mistakes made by the new Congress. Ergo, the Congress is not going to make any mistakes. It is going to please everybody. It is definitely not going to be leftish but on the other hand it is not going too far to the right. It is going to be firm with labor but not too tough. It is going to balance the budget but it is going to cut taxes. It is going to be social minded but it will not involve the Treasury in any outlandish expenditures. The things that it is going to do and the things that it is not going to do almost balance. Net result probably will be that it does nothing.

The 80th Congress will have on its roster a good half dozen or so outright aspirants for the presidential nomination. The Senate Floor itself will be the battleground upon which the would-be Presidents will stage the struggle for the coveted plum. The ferocity with which they attack will be tempered only by the realization that too much vigor might eliminate all of them and leave the field clear for the non-senatorial candidates.

Fundamentally, that is the last thing they want. The candidate for 1948, as they see it, must come from the Republican side of the Senate.

There are a number of vice-presidential would-be candidates on the House side and each of them knows that if first place goes to a senator they are out. Silently they will be rooting for a governor. No names mentioned but most of them have their candidate already picked.

The struggle to keep the 80th Congress from going all out for conservatism will be handicapped by the fact that committee chairmanships go by right of seniority. Automatically, for example, Harold Knutson of Minnesota becomes chairman of Ways and Means. Knutson, on the record, does not favor Social Security. The chances for any further expansion of the program are slim.

John Taber of New York, also automatically, becomes chairman of the House Appropriations Committee. Throughout his long term in Congress Mr. Taber's sole interest has seemed to be saving money.

Chairmanships are important. And chairmanships in the 80th Congress will be in the hands of the old timers. These men are honestly conservative. Only pressure from newer members will keep them from going entirely to the right. However, many of the younger men are sold even on programs they have denounced—social security, health insurance, education, and so on. Moreover, they know the people are for these programs. And 1948 is only two years away.

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THE BOARD OF EDUCATION OF the District of Columbia has finally accepted federal aid in its school lunch program. One lone dissenter, Adelbert W. Lee, held up acceptance until the fall term was well under way. He filed a minority report basing his opposition on three grounds: the Republicans will throw out the subsidy; Agriculture Department requires too much accounting; District school cafeterias do not need help.

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THE AMERICAN PENSION COMmittee, Inc., a stepchild of the Townsend movement, has opened headquarters in Washington. Its aim is the adoption of legislation providing pensions for all persons over sixty.

The Townsend movement itself has taken new life from the Republican victory. Leaders claim that numerous Republican members of the 80th Congress are committed to the plan as a substitute for the Social Security old age and survivors insurance program. Congressman Knutson, the next chairman of the Ways and Means Committee, has been tagged as a Townsendite.

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ITS TWO-YEAR STUDY COMPLETED, the House Labor Subcommittee on Aid to the Physically Handicapped will submit its report to the new Congress immediately after it convenes. Recommendations include a national system of prepaid medical care and an insurance system for the families of disabled workers. It carries a strong recommendation for the creation of a new federal department with Cabinet status to administer health, welfare, education, and social insurance programs.

Congressman Augustine B. Kelley (D.Pa.), chairman of the subcommittee, was reelected and has promised to push for consideration of the legislation proposed in the report.

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PRESIDENT TRUMAN HAS NAMED Arthur Altmeyer a member of the Special Commission of the United Nations Economic and Social Council. His term will run two years.

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EFFECTIVE AS OF NOVEMBER 1, the Farm Security Administration and Farm Credit Administration have been merged to form the Farmers Home Administration. It operates, of course, under the Department of Agriculture.

The new agency has approximately $100,000,000 to provide operators of family type farms with credit to improve operations or to become owners. Loans are available alike to veterans and civilians for buying livestock, feed, fertilizer, supplies, equipment and other farm needs, for refinancing indebtedness, and for family subsistence. Credit will be from one to five years at 5 percent, with special guidance if necessary.

Veterans of all wars who fulfill all requirements will be given special preference.

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THE NATIONAL HOUSING Agency is pointing to the "Fresno Plan" as an example of how a community can help in the Veterans Housing Program.

Under the plan, the city council passes a local ordinance making it compulsory for builders to present a Civilian Production Administration or Federal Housing Administration authorization in order to receive a local building permit. The aim, of course, is to increase housing for veterans by preventing the construction of nonessential building of any kind.

Inaugurated in Fresno, Calif., the plain has been accepted and ordinances already passed in numerous other cities of the Pacific Coast and the Midwest.

Pierce Salvador

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THE COUNTRY OVER

Mental Hygiene Meeting

THE KEYNOTE OF THE 37TH Annual Meeting of the National Committee for Mental Hygiene in New York in October, was the general public's responsibility for the deficiencies in our mental hospitals and clinics. "Democracy has failed the great mass of mentally ill in our state institutions," declared Dr. D. R. Sharpe, president of the Ohio Mental Hygiene Association, and one of this year's Lasker Award winners. "John Doe, private citizen, is the real culprit in this shame of democracy."

Said Dr. George S. Stevenson, medical director of the committee: "The problem is not simply that 600,000 patients are neglected or that the staff of these hospitals is calloused by the neglect that confronts them day by day in their work. It is rather that 140,000,000 people are so immature in their functions in a democracy that these inhumanities are countenanced."

Edith M. Stern, popular writer on psychiatric subjects, said: "Not until the taxpayers feel it in their minds and in their hearts . . . that the mentally ill are simply sick people who have as good a chance of being cured as most other sick people, will we get sufficient appropriations to give them the kind of care and treatment they need."

The "two destroyers" of public service in mental hospitals, according to Dr. George H. Preston, commissioner of mental hygiene in Maryland, are lack of money and lack of trained people. He said the public should understand that "no building ever cured a patient." Patients can be cured "at home or in tents or barns, or crowded wards, if there are enough trained people to spend enough time with each patient," he explained. Citizen groups may mistakenly focus their efforts on getting bigger and better hospitals, overlooking the fact that without an adequate staff of trained personnel "any hospital is doomed."

Expansion

The futility of establishing clinics or expanding mental hospitals without the trained personnel to staff them was also stressed by Dr. Robert H. Felix, chief of the Mental Hygiene Division of the U. S. Public Health Service. "We should rather utilize our talents and energies to prevent such illnesses and improve the mental health of the nation. . . . The bottleneck in psychiatric education at all levels is adequately and properly trained teachers," the training of whom is the first step in a long range program.

"To secure adequate psychiatric personnel, most state mental hospitals must pay higher compensation to psychiatrists and other professional personnel in order to compete with the Veterans Administration and Army and Navy Hospitals," declared H. Edmund Bullis, executive director of the Delaware State Society for Mental Hygiene. Moreover, "state hospitals failing to offer worthwhile training facilities will have to be content with understaffed, unambitious personnel."

He also urged psychiatric beds or psychiatric wards in every general hospital for short term treatment cases. In his opinion, only those needing extended treatment should be transferred to state hospitals. Also, he suggested mitigating personnel shortages by allowing medical personnel from the state hospital to accept part time appointments as psychiatric consultants on general hospital staffs and, in turn, giving general practitioners and specialists part time compensation for service in mental hospitals.

Mr. Bullis also said that within the next few years "every state mental hospital system must render understanding and efficient out-patient clinic service to communities throughout the state. Waiting for the patient to break down and be committed to a state hospital should be as unusual as the horse and buggy on our state highways."

According to Dr. Stevenson, the service-disabled veteran is being deprived of much needed out-patient help by the legal provision that veterans with nonservice-connected ailments must be served by the Veterans Administration, and only through inpatient service. Under these conditions, only large VA centers have sufficient facilities to set up out-patient services, although "for certain types of veterans, especially those with psychoneuroses, hospitalization has many disadvantages."

The role of the general practitioner in helping emotionally sick people was emphasized by Dr. Thomas A. C. Rennie, associate professor of psychiatry, Cornell University. "Forty to 60 percent of all patients need this kind of medical help," he said. "The family doctor must learn to recognize emotions in their varieties and effect upon the living being" and to know "when an emotional disturbance requires the attention of a psychiatrist."

According to Dr. Felix, "at the present time not over half the medical schools in the country present psychiatry to the student in a satisfactory manner," although "properly trained, the attending physician could deal competently with the majority of mild cases of emotional disturbances as part of the total clinical picture with which he perforce must deal."

Also in a strategic position to help prevent and alleviate mental disease is the public health nurse, said Dr. James S. Plant, director of the Essex County Juvenile Clinic. Her duties "bring her in natural fashion into the lives of people at the time that mental problems are in their incipiency."

In his opinion, "'psychosomatic' ought to be 'socio-psychosomatic.' The public health nurse is perhaps the one who will force us all to recognize that the other persons with whom the patient lives are as much a part of the picture as is the patient."

Lasker Awards

At the annual luncheon meeting of the committee, one Lasker Award of $500 was given to Dr. W. Horsley Gantt, of the Phipps Psychiatric Clinic, Johns Hopkins School of Medicine, Baltimore, for outstanding service in experimental investigation into behavior deviation. Dr. Jules Masserman of the division of psychiatry of the University of Chicago received honorable mention.

The other award of $500 for efforts to improve hospital care for mental patients, was conferred jointly on Dr. Sharpe and Walter Lerch, reporter on the *Cleveland Press*. Albert Deutsch, feature writer on *PM*, received honorable mention.

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According to their citation, Dr. Sharpe and Mr. Lerch, challenged in 1943 by the revelations of a group of religious objectors as to conditions at Cleveland State Hospital, "devoted themselves toward the softening of a thick social callous and the correction of a great inhumanity." Undiscouraged by "repeated meaningless gestures disguised as official investigations," their efforts have resulted in a restoration of the hospital to minimum status.

Another result was the organization of a permanent state society for mental hygiene with Dr. Sharpe as president and a wide citizen membership. Plans of this Ohio grass roots movement include a powerful state society with mass membership, integration of state societies perhaps through the National Committee for Mental Hygiene into a nationwide project, and a tie-up with the American Psychiatric Association and professionals in related fields.

Professional

Recommendations calling for expansion of program and services of New York's Protestant welfare agencies keynoted the closing session of the three-day institute for board and staff members, held in New York in late October and sponsored by the Federation of Protestant Welfare Agencies. Other recommendations accepted by the federation for action dealt with the need for adequately trained personnel and the attendant necessity for paying wages which offer sufficient remuneration for such personnel, and a request that a study be made concerning unionization of agency personnel.

Members of boards of directors, it was concluded, "must establish for themselves a keen sense of their responsibilities to their organizations instead of serving for 'window dressing' purposes." The need for boards to be "completely revitalized" in terms of membership, was brought out. It was recommended that boards include community leaders such as trade unionists, businessmen, teachers, lawyers, and others who have contributions to make to the agency's program.

In a series of discussion groups on the various services offered by these agencies, the question of day care for children was raised as an exceedingly important one, since all evidence pointed to the fact that needs are not being met in that field. It was suggested that intake policy be liberalized so that the needs of the child be considered as well as the fact of the mother's employment, and that the day care program should include casework service. Stress was laid on the necessity to provide for adequate facilities for Negroes, especially in regard to services for children and the aged. A general trend through the discussions was that needed expansion be undertaken "without regard to race or color" and that "fear of approaching racial questions must be overcome."

Conway Studios, Inc.

Retiring

Shelby M. Harrison, general director of the Russell Sage Foundation since 1931, will retire on July 1, 1947, it has been announced.

Mr. Harrison, who is completing thirty-five years of service on the foundation staff, was a member of *The Survey* staff, following completion of graduate work at Harvard University, until the foundation created the Department of Surveys and Exhibits in 1912 and invited him to assume directorship of the department. In 1924, he became vice-general director of the foundation.

Philanthropy

The American people set a new record for philanthropy in the war years of 1944 and 1945, according to an analysis made in "The Yearbook of Philanthropy," issued in late October of this year.

A study of American giving, the yearbook has been published annually since 1920. It is edited by John Price Jones, fund-raising counsel, and published by Inter-River Press.

Estimates for 1945 indicate that almost two and a half billion was given in that year. Campaigns in progress as of June 30, 1946, showed total goals of almost one and a half billion. The increase in gifts from corporations and labor groups is marked. Support of institutions of higher learning and hospitals both show upward trends according to figures given.

Price $2.50 from Inter-River Press, 150 Nassau Street, New York 7.

Faculty Appointments

During the fall quarter, announcements of faculty appointments in several schools of social work have been made. At the School of Applied Social Sciences, Western Reserve University, Leah Feder, case consultant for the Family Service Association of Allegheny County, Pa., was named professor of social work; Opal M. Jacobs, supervisor of placements, child welfare unit, Minnesota State Division of Social Welfare, was appointed assistant professor of child welfare; and Claudeline Lewis, casework supervisor at the Jones Home in Cleveland, instructor in child welfare.

At the New York School of Social Work, Eveline M. Burns, formerly chief of the economic and security section of the National Resources Planning Board, and Herbert R. Northrup, recently senior hearing officer of the National War Labor Board in the New York region, were named to the faculty, the former to give courses on various aspects of the social security program and the latter to lecture on industrial relations, labor problems, as well as social work and social legislation.

On the faculty of the Louisiana State University of Social Welfare, Mary Bray Spence, formerly director of the Family Service Society of Pasadena, succeeded Agnes Smart Barber, who resigned; and Harrison Allen Dobbs, formerly of the faculty of the University of Chicago's School of Social Service Administration, joined the faculty as a full time member.

Housing

General uncertainty characterizes the veterans housing scene, as this issue of the *Midmonthly* goes to press. There is grave doubt that the $10,000 ceiling on the price of a new one family house, the nub of Wilson Wyatt's veterans emergency housing program, could be maintained under the pressure of rising prices and wages,

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following general decontrol on November 9. The OPA is reported studying the question of general rent increases.

According to the November 18 *Time,* "the Housing Authority's emphasis might be put on incentives to construct low rental units." Mr. Wyatt was reported considering an appeal to the incoming Congress for "new aids to private financing" of low cost rental housing, to offset the expected rise of building costs.

Mr. Wyatt and George E. Allen, director of the Reconstruction Finance Corporation, were deadlocked on the question of loans from the RFC to manufacturers of prefabricated housing to guarantee their markets, reported *The New York Times* on November 12. Of the $90,000,000 in loans to such companies urged by Mr. Wyatt, only $2,500,000 had been approved by the RFC, according to *The Times.* Such incentives to manufacturers of low cost housing were held by Mr. Wyatt to be more vital than ever, with the abolition of price controls, while Mr. Allen contended they were "not a sound banking proposition."

Progress already made in the housing program would soften the effect of the price decontrol of building materials, Mr. Wyatt stated publicly on November 9. Over 800,000 new units of housing were started in the first nine months of this year, according to his September report. Of these, 430,200 were completed: 286,200 permanent new dwellings; 52,100 temporary dwellings; 64,600 conversions; 27,300 trailers. Housing controls still in force as of November 9 included: priorities and allocations for channeling materials and equipment into housing for veterans, limitations on nonresidential construction, premium payments on plans now in effect unless the price rises sharply; the guaranteed market plan for new materials and new types of housing; and price ceilings of $80 on new rentals and $10,000 on new single family homes.

Opinions and Reactions

Reports from all over the nation indicate a rising tempo of veteran activity on the housing front. Said Colonel Paul H. Griffith, new national commander of the American Legion in a radio address on October 19: "My personal advice to the returned GI looking for a home is, don't buy or build now. You cannot afford to commit yourself in this period of inflation to paying over a long number of years $10,000 for a $4,000 house."

In New York, in October, seventy-two veterans seized the State Senate Chamber in Albany for twenty-three hours, in a demand for a special legislative session on housing.

Recently, in Los Angeles, the American Veterans Committee asked for the removal of the local Civilian Production Administration administrator and launched a drive to curtail nonresidential building.

Housing Survey

The veteran's housing dilemma was highlighted recently by the release from the Census Bureau of a survey made last July in the New York City area at the request of the National Housing Agency. One hundred and forty thousand veterans—two out of five—were found living doubled up with relatives or friends or in tourist camps, trailers or rented rooms—this despite a high rate of employment. Only 18 percent of the 765,000 veterans covered by the survey felt they could afford to buy or even rent new quarters under conditions prevailing at that time—grim indication of how they will fare if the emergency housing program collapses. Veterans who would move if they could said the average gross rental they would be able to pay monthly was $46. The average wage of the employed exservicemen was $40 a week.

Only 2 percent said they planned to buy or build new homes during the next year, if prices and quality remained as they were at that time. The average price they felt they could pay for a new home was $6,700. According to James H. McIntyre, area NHA supervisor: "New housing in this area now is within reach only of veterans earning good salaries. Without ceilings on the cost of materials and limits on the price of houses, very few veterans would be able to purchase a home."

Delar

President of Vassar

One of the outstanding events in education this fall was the inauguration by Vassar College of its sixth—and first woman—president. Sarah Gibson Blanding is a Kentuckian. For the past five years, she has served as dean of the New York State College of Home Economics at Cornell, the first woman to head a Cornell college. In a notable inaugural address, President Blanding discussed the ideal of education:

"Though discussions have raged, we have never quite decided whether to educate for citizenship, or scholarship, or both. The two functions are really but aspects of the same larger purpose—the cultivation of an attitude of mind which will assist society as a whole to view its problems in the aspect of eternity—*sub specie aeternitatis.* Although we have never reached agreement about what the aims of education are, nor just what qualities we should search for in our faculties and among our students, we have nevertheless clung to certain ideals which have served education well, and society well, and the individual well. We have believed that human thought should be free, and for the most part, have stood by that belief.

"Though our definition of the terms of academic freedom has been vague and some individuals and groups in our society have been suspicious of the principle, we have recognized generally that democracy rests upon a balance between faith and a search for truth, between skepticism and conviction, which can be attained only in the atmosphere of freedom and the courage which freedom alone can give."

About People

The first presentations of the annual Lasker Awards of the American Public Health Association were made at the association's 74th Annual Meeting in Cleveland last month. Awards including five $1,000 prizes, given by the Albert and Mary Lasker Foundation, were presented to seven scientists and five groups whose researches into medical problems have improved the health and increased life expectancy of millions. Among the prize winners were Dr. Carl F. Cori, Washington University School of Medicine, for his studies of human metabolism, Dr. John

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F. Mahoney, U. S. Public Health Service, for use of penicillin in treating syphilis, and Drs. Karl Landsteiner, Philip Levine, and Alexander Wiener for discovery of the Rh factor in human blood.

Conferences in 1947

Junior Leagues of America, Inc., has announced that its next conference will be held in Coronado, Calif., April 28 to May 3, 1947. . . . The 1947 convention of the American National Red Cross will be held in Cleveland from June 9 to 12.

For Reconstruction

To aid women of thirty countries abroad through a three-year emergency program, the YWCA will hold a Round-the-World YWCA Reconstruction Fund Campaign for a minimum of $2,100,000 in January and February. The campaign was authorized by unanimous vote of the Atlantic City Convention of the YWCA's last March, after a survey abroad indicated the need of women in war-affected countries for training in leadership and methods of community service to help them meet their postwar responsibilities. Theme of the campaign is "Woman's Work is Just Begun." Mrs. Maurice T. Moore, of New York City, chairman of the foreign division of the National Board, YWCA, is campaign chairman.

Job Changes

Lillian J. Johnston, chief nurse in the UNRRA Health Division since March 1944, has been appointed consultant public health nurse with the New York State Department of Health.

The Public Charities Association of Pennsylvania has appointed Leo Minder as field worker for eastern Pennsylvania. Mr. Minder was previously casework supervisor, American Red Cross, Springfield, Mass.

Mrs. Victor Shaw of Fairmont, W. Va., has accepted the appointment as chairman of Community Chests and Councils' advisory committee on volunteer service. Mrs. Shaw succeeds Mrs. Thomas L. Tolan of Milwaukee, who has served for the past four years.

Douglass Poteat has resigned as executive vice-chairman of the American Red Cross to become administrative head of the American Cancer Society. Mr. Poteat is succeeded by James T. Nicholson, who has been acting as vice-chairman in charge of insular and foreign operations for ARC. Presnell K. Betts, has accepted an appointment to succeed Mr. Nicholson.

Margaret Wood Hagan, ARC field director at St. Elizabeth's Hospital in Washington, D. C., has been appointed deputy national director of ARC Hospital Service.

Dr. Howard Reid Craig has been appointed director of the New York Academy of Medicine, following the resignation of Dr. Herbert B. Wilcox from that post. Dr. Craig received his medical degree from Cornell University, and has been associated with Babies' Hospital in New York City since 1921. He has also served on the teaching faculty of the College of Physicians and Surgeons of Columbia University as associate in pediatrics.

Dr. Howard A. Rusk, wartime chief of the Army Air Forces convalescent services program, has been named to head a new department of rehabilitation and physical medicine at the New York University.

Sydney Maslen has been named executive vice-president of the Washington Housing Association, a thirteen-year-old organization of citizens working for the improvement of housing conditions in the District of Columbia. Mr. Maslen has acted as secretary of the committee on housing of New York City's Community Service Society for the past twelve years.

Appointment of Dr. Janet Fowler Nelson to direct an expanding program of education for marriage of the Planned Parenthood Federation has been announced by D. Kenneth Rose, the federation's director. Dr. Nelson, a well known lecturer and writer on the problems of training young people for marriage and parenthood, comes to the federation from the National Board of the YWCA where she initiated and developed the education for marriage program and served as consultant on personal and family relations to the USO division.

International Delegate

Early in September, Sanford Bates, New Jersey's commissioner of Institutions and Agencies, returned from a meeting of the International Penal and Penitentiary Commission in Berne, Switzerland. During the sessions, the first held in eleven years, Mr. Bates was elected president of the commission.

Change of Name

The name of the Ohio Public Health Association has been changed to the Ohio Tuberculosis and Health Association. The organization's headquarters are located at 1575 Neil Avenue, Columbus 1, Ohio.

Food for Europe

In order to speed delivery of food packages to the undernourished people of Europe, Lieutenant General William Haskell, director of CARE, has announced a price reduction of one third in the sale of former Army 10-in-1 rations for consumption abroad. After October first, the price on a 40,000 calory food package dropped from $15 to $10.

Final Report

During the war years, ending with 1945, a total of $365,300,000 in money was raised for relief abroad through the member agencies of the National War Fund, the United Jewish Appeal, and other private agencies registered with the now disbanded President's War Relief Control Board. An estimated $200,000,000 worth of clothing and supplies was contributed during this same period.

In Print

"Home Away From Home" by Julia M. H. Carson, is the story of USO, written in human interest terms. Though characters are fictional, the incidents described are taken from the experience of volunteers and professionals who carried the program. The 200-page book gives a good picture of services rendered in canteens, clubs, mobile units, camp shows, both at home and abroad, all woven together in pleasant readable fashion.

Price $2.50 from Harper & Brothers, 49 E. 33 St., New York 16.

Going Up

Beginning January 1, 1947, *Survey Graphic* and *Survey Midmonthly* will join—with great reluctance — the hundreds of magazines forced by rising manufacturing costs to increase the price for single copies and also subscription rates. After that date, both magazines will be priced at 40 cents a copy, $4 a year, $6 for a joint subscription. The increase —one third for each magazine, 20 percent for the two together— will not cover the increase in manufacturing costs. These have gone up 53 percent since 1940, and at an accelerating rate in recent months.

The new prices will apply to all orders received on and after January 1, 1947.

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BOOK REVIEWS

UNHAPPY MARRIAGE AND DIVORCE, by Edmund Bergler, M.D., with an Introduction by A. A. Brill, M.D. International Universities Press. $2.50.

EDMUND BERGLER'S PSYCHOANALYTIC examination of unhappy marriages and divorces supports the old adage that unhappy marriages and divorces are made in infancy. His interpretation, which is illustrated by case material from his practice as psychoanalyst, is based on the Freudian Oedipal and pre-Oedipal concept.

The author maintains that unsolved childhood conflicts create neurotic personalities who are unable to make a satisfactory marital adjustment. The other spouse becomes by "transference" the "hitching post" for unsolved and repressed conflicts of guilt.

This reviewer cannot but hope that Dr. Bergler's demand for the establishment of expertly staffed marriage clinics and psychiatric out-patient departments will be put into effect in the near future. At present, England is taking the lead by establishing marriage clinics on a community basis in order to stem the rising tide of divorces.

It is high time that we put an end to the granting of indiscriminate divorces and begin to examine the underlying causes of marital conflict. Dr. Bergler, however, overshoots the mark by requiring that judges in the future shall "not grant a divorce without asking as prerequisite for the proof that both candidates for divorce were treated psychiatrically, particularly if the couple has children." It can hardly be maintained that all ill-mated marriages are entered into by "abnormal" or "neurotic" personalities and that the "average healthy person" achieves marital adjustment "automatically" and "need not be learned or taught" and that "only the neurotic fails", as Dr. Bergler would have us believe. It is not necessary, advisable, or feasible to psychoanalyze each individual who fails to make a satisfactory life or marital adjustment.

Dr. Bergler offers a wealth of material and food for thought to the discerning reader, particularly to doctors, lawyers, judges, social workers, clergymen, and marriage counselors. Placed in the hands of the general public and unhappy spouses the book may perhaps encourage pseudoanalyses and pseudodiagnoses. All those who deal with marital problems will be reminded of their limitations so as to refer clients to psychologists, psychiatrists, and psychoanalysts for specialized treatment.

Cambridge, Mass. MARIE MUNK

THE BOOK OF HOUSES, by John P. Dean and Simon Breines. The Crown Publishers. $2.

MOST BOOKS FOR THE HOME PURchaser are designed to lure him with superficially attractive designs, with gadgets instead of space, and without due regard to environment, schools, other community facilities and transportation. "The Book of Houses," which was written in wartime, in the idealistic and unrealistic atmosphere of postwar planning, would put a stop to imprudent home purchase except by those thrifty souls who still are prepared to anchor themselves to one spot for years; who are convinced that their job warrants tying themselves to a large debt—"I own the house but the bank owns me"; those daring enough to freeze their savings in a nonliquid investment; and those skeptics who really never expect the intangible benefits of home ownership to materialize.

Having brought the would-be home owner to his knees in the first few pages, the authors proceed to beat him on the head with threats about understatements of estimated cost, the inevitable extras—all of which are discouragingly tabulated—expensive or fraudulent financing arrangements, legal pitfalls, and every other kind of pitfall for the unwary home buyer.

One might observe, as a side remark, that in topsy-turvy 1946, when Henry Wallace's target of 60,000,000 jobs has already been overshot and the market for houses unprecedented, that advice to buy any house you can and sell it in six months at a profit might be more realistic if the house is looked at only from a financial viewpoint.

A financially orientated reader would therefore take the book's postwar world financial views with a grain of salt. This book is not intended for the speculator. It was written to help the family who thinks of a house as a home in which to live, not something out of which to make money. Looked at from the standpoint of what is good in the house that is good for living, one finds spelled out the specific requirements of neighborhood facilities, site, placement on the lot, what is required inside the house, and many other indispensable tips. These tips are so numerous that one questions whether a house designed to meet all of the requirements specified could be bought for $5000 to $10,000, even at 1939 prices, the price range used by the authors. Certainly the public and privately financed houses with which the book is liberally and artistically illustrated, do not all meet the prescribed specifications.

The grand feature of this imaginative and human manuscript is that it graphically presents houses in terms of living in them. The illustrations bring out the good and bad features in actual houses that are occupied today.

It is a good, lively book and makes interesting reading.

SYDNEY MASLEN
Executive Vice President
Washington Housing Association

A FUTURE FOR PREVENTIVE MEDICINE, by Edward J. Stieglitz, M.S., M.D., F.A.C.P. Commonwealth Fund. $1.

MOST STRIKING IN THIS BRILLIANT essay on a possible future for preventive medicine is Dr. Stieglitz' imaginative concept of preventive medicine as a part of medical science. Abandoning the prevalent viewpoint that the content and methods of a public health program should be directed almost exclusively at communicable disease, he indicates a future in which prevention, integrated with medical progress, increases its range of action as medical research opens up new fields and points the way. No longer should prevention be based so exclusively on bacteriology and neglect the vast impairment of public health by psychological and nutritional disabilities and, especially, by the effects of the aging process and the so-called degenerative diseases.

In a preliminary chapter, such terms as prevention, hygiene, social hygiene, causative influences are redefined in the light of medical progress, and the neglected field of health improvement is indicated as a major objective. "Attention is still focused," Dr. Stieglitz emphasizes, "on *disease* instead of the men, women, and children whose

(Continued on page 339)

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WORKERS WANTED

CASEWORKER in Medical Social Service Department in Manhattan. Graduate of School of Social Work. Medical or Psychiatric experience preferred, but not essential. Psychiatric consultation. Salary $2400-$3480—depending on qualifications. Write particulars. Replies strictly confidential. 8473 Survey.

THE LOS ANGELES PSYCHIATRIC SERVICE wants a psychiatric social worker with 2 years' experience. Staff includes psychiatrists, chief social worker and psychologist. 507 S. Westlake Avenue, Los Angeles 5, Calif.

SUPERVISOR OF CHILDREN'S WORK. Minimum qualifications: full training and four years' child placement experience. Program includes foster home service, adoption service and institutional and nursery school service. Write Callman Rawley, Jewish Family & Children's Service, 404 South 8th Street, Minneapolis, Minn.

WANTED: Trained, experienced case workers to help develop new program of emergency foster care of Protestant children, New York City. 8477 Survey.

WANTED: A person with social work or educational background to operate a small detention home in a semi-rural New Jersey county. Person must be capable of aiding development of detention program of good quality. 8476 Survey.

WANTED: Caseworkers. Two vacancies in a Catholic family, adoption, and child care agency. Graduate training required. Salaries according to professional training and skill. Catholic Charities, 317 S. Howard Street, Spokane, Washington.

SUPERVISOR AND PSYCHIATRIC SOCIAL WORKER, men or women, for small child guidance agency where treatment is done mainly by Psychiatric Social Workers under the supervision of an outstanding Psychiatrist-Analyst. Experience in a child guidance agency or related psychiatric case work preferable but not absolutely essential. Interesting and challenging opportunity. Salary range for Supervisor $3,000-$4,000. Salary range for Psychiatric Social Worker $2,300-$3,500, depending upon experience. Apply Jewish Child Guidance Bureau, 682 High St., Newark, N. J.

CHILD PLACING AGENCY wants Home-finder-Supervisor, professional training and experience, do homefinding and supervision of two caseworkers; also caseworker, prerequisite one year social work school. Morris County Children's Home, 10 Park Place, Morristown, N. J.

WANTED: Trained and experienced caseworker to work with unmarried parents and make adoption home studies in private state wide adoption agency. Must have car. Salary $2200 to $2800 plus mileage and expenses. Opportunity to take additional courses at New York or Philadelphia School while working. New Jersey Children's Home Society, 471 Parkway Avenue, Trenton 8, N. J.

WANTED: Woman graduate Group Worker for Mexican Christian Institute, San Antonio, Texas. Member of Christian Church preferred. Write Miss Verna Sutton, Executive Secretary, Department of Institutional Missions, United Christian Missionary Society, 222 Downey, Indianapolis, Indiana.

COLONY FOR BOYS in Illinois needs married couple. Man to teach a group of sixteen boys from 9 to 13. Woman to cook for cottage group of 14 boys 10 to 14; and to act as Housemother. Man must have degree and must qualify for teaching license in Illinois. Good salaries and living conditions. 8468 Survey.

NATIONAL JEWISH COMMUNITY ORGANIZATION desires directors for large metropolitan areas. Work entails administration, programming and organizing. Community organization and/or group work experience required. State experience, educational background and all other pertinent information. 8455 Survey.

WORKERS WANTED

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

CASE WORKER to develop program of social services for children in church institution. Salary commensurate with responsibilities. Challenging opportunity. Lutheran preferred. Write Luther D. Grossman, Superintendent, Tressler Orphans' Home, Loysville, Pa.

SUPERVISOR, professionally trained and experienced in multiple service case work agency to have charge of unit where child placement and adoption work is done. Duties include administration of unit, supervision of 2 case workers and student, promotion of home finding program, responsibility for Foster Case Committee for Board, and participation in agency's general interpretative program. Salary range, $3500-$4000. Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh, Pa.

WANTED—Trained case workers and working supervisor. Agency is expanding its family and child welfare services. Good supervision and adequate salary based on training and experience. Transportation paid to San Francisco. Write Catholic Social Service, 995 Market Street, San Francisco 3.

CASEWORKERS—Catholic Family and Child Care agency has two staff vacancies. Salary according to professional training and experience. Opportunity for advancement. Must have graduate training. Catholic Charities, 418 N. 25th Street, Omaha, Nebraska.

WANTED: Case workers for private children's agency in Chicago area. Agency operates boarding home program with an institution. Good supervision. Opportunity for part time work in a school of social work. Personnel policy. Rural or urban case load as preferred. Salary $1800 to $2700. 8440 Survey.

CASE WORKERS. Two, professionally qualified, by family and children's agency. Excellent staff development program. Opportunity special assignments, one to combine case work and public relations program. Salary range: case worker I, $2100-$3000; case worker II, $2900-$4000. Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh 19, Pa.

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EXECUTIVE DIRECTOR of farm School for Boys desires similar position. Expert experience with Pre-delinquent and Delinquent boys. Looking for challenging position. Available soon. 8459 Survey.

SUPERVISOR, trained, experienced woman, Protestant, seeks position preferably with responsibility of social work interpretation and community organization. Broad experience in case-work, forming policies, choosing assistants, instructing volunteers. East or Southeast preferred. 8474 Survey.

EXECUTIVE CASEWORKER or Supervisor. Private agency preferred. Professionally trained woman, Protestant, excellent experience in psychiatric social work, intensive work with Veterans. Atlantic Coast location preferred. 8475 Survey.

POSITION as Director of Children's Institution. Prefer boys. B.A. degree. Experienced. Unmarried. Will go anywhere. 8470 Survey.

MAN, 37, interested in administrative opportunity. Has pastoral and teaching experience and Master of Social Work degree with major in Administration and Community Organization. 8471 Survey.

TRAINED, EXPERIENCED man, age 30, varied community organization experience, seeks position with future in meaningful program. 8472 Survey.

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Salary Range: **$285.00 - $315.00 per month. Appointments at the minimum.**

Minimum Qualifications: **College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.**

Experience: **3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.**

Senior Case Worker

Salary Range: **$256.50 - $286.50 per month. Appointments at the minimum.**

Minimum Qualifications: **College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.**

Experence: **1 year in the past 5 years of social work either in child welfare or in public assistance.**

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(Continued from page 337)

health should be the main concern of preventive medicine."

Attention is called, statistically and graphically, to the changing age composition of the population structure, the increase of life expectancy (from forty-seven to sixty-three years between 1900 and 1940), the great reduction in infantile and juvenile death rates, the decline in tuberculosis, and the rapid fall in pneumonia mortality due largely to the sulfa drugs and penicillin. In contrast, the author points to the steady increase in the crude deathrates for cancer, diabetes, disease of the circulatory system, and organic heart disease as a result of the larger percentages of the population now surviving to the decades of life in which these diseases have their greatest incidence. These progressive changes in the relative prevalence of infectious diseases and the diseases of senescence are causing profound alterations in the morbidity picture; chronic disease becomes the great menace to national health.

Finally, a program for preventive medicine and public health which is more intelligently related to the progress of medicine than current health department activities, is outlined. This program is based on actualities and national needs and is "really a series of separate and related programs each involving its own disciplines, techniques, and specialized personnel."

A brief preface by the erstwhile commissioner of health of New York City reflects the cautious routinism which generally determines the activities of state and municipal health departments.

A useful bibliography is included.

G. M. MACKENZIE, M.D.
Physician-in-Chief, The Mary Imogene Bassett Hospital, Cooperstown, N. Y.

PSYCHIATRY FOR SOCIAL WORKERS, by Lawson G. Lowrey, M.D. Columbia University Press. $3.50.

DR. LOWREY HAS WRITTEN A TEXT which is a useful introduction to the subject material of psychopathology. The reader is given an over-all view of the various psychopathological states and the less serious conditions affecting social adaptation. The advanced student will want to read further in the psychiatric textbooks for more detailed study and different theories expounded by various psychiatrists.

The task of determining what is

(Continued on page 341)

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American Red Cross

THE AMERICAN NATIONAL RED CROSS —Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,757 local chapters organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces, Services to Veterans, Relief to Prisoners of War, Blood Donor Service, Disaster Relief and Civilian War Aid, Office of the Medical Director, Nursing Service, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Special Services, American Junior Red Cross, and Foreign War Relief.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (in. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director, 130 E. 22nd St., New York 10. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Studies in the Professions. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

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NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 16.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published materials available. F. D. Patterson, President, Tuskegee Institute, Alabama.

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BOYS' ATHLETIC LEAGUE, INC., 112 East 19 Street, New York 3, N. Y. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centres in Greater New York. Gustavus T. Kirby, Honorary President; Judge Raphael P. Koenig, President; Robert E. McCormick, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, The Lincoln Recreation Center, 235 West 113 Street, The Tot Lot, 422 West 49th Street, Camp Sebago, Camp Wakonda and Camp Orenda in the Interstate Park.

BOYS CLUB OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

NATIONAL CONFERENCE OF JUVENILE AGENCIES—Devoted to improving methods of care and rehabilitation of delinquent, dependent and neglected children and prevention and treatment of juvenile delinquency. Annual meeting, "The Proceedings," sent to members. Fee $3.00. Established 1903. Executive Secretary, E. L. Johnstone, Woodbine, New Jersey.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., Chicago, Illinois. E. W. Palmer, Kingsport, Tenn., President; Lawrence J. Linck, Executive Director. Promotes organization of national, state, provincial and local societies in behalf of the handicapped. Renders professional field consultation services. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins, "The Crippled Child" magazine, bimonthly, $1 a year.

Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $2.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vice President.

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NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-860. Honorary Chairman, Margaret Sanger. President, The Rev. Cornelius P. Trowbridge; Associate Medical Director, Eva F. Dodge, M.D.

THE RESEARCH COUNCIL ON PROBLEMS OF ALCOHOL, 60 East 42nd St., New York 17, N. Y. An associated society of The American Association for the Advancement of Science. Its aim is to help bring about, through research and education, a continuous reduction in alcoholism and the alcoholic psychoses, accidents, inefficiency, and various states of ill health associated with the excessive use of alcohol. Members pay five dollars per year or more.

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Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormack, Exec. Dir.

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Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Arlien Johnson, President, Los Angeles, Calif.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 74th Annual Meeting, April 12-19, 1947, San Francisco, Calif.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, 1819 Broadway, New York 23, N. Y. FIFTY YEARS' SERVICE TO FAITH AND HUMANITY. SERVICE TO FOREIGN BORN—Immigrant aid, port and dock work, naturalization aid, Americanization classes, location of relatives in war-separated families. SOCIAL WELFARE AND WAR ACTIVITIES—Council houses and clubs, nurseries, clinics; scholarships, camps, teen-age canteens; work with handicapped. Participation in national wartime programs through educational projects and community activities. EDUCATION DIVISION—Contemporary Jewish affairs, international relations and peace, social legislation. Study groups under national direction keep Jewish women throughout country alert to vital current issues. 215 Senior Sections in United States. 100 Junior and Councilette Sections. 65,000 members.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU—112 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Barbara Jack, Director.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

(Continued from page 339)

relevant psychiatric knowledge for the caseworker to master is engaging the casework field today. Each contribution is important because it stimulates further thoughtfulness and new ideas. Dr. Lowrey is particularly helpful in the chapter in which he develops the "Data of Psychiatry" and methods for history taking. He is careful to point out that the outline for data needed is not the outline for interviewing. The emphasis on the specific characteristics of mental development along with clues which the author calls "indicator symptoms" is an important correction to some recent trends in the casework field which have stressed feeling and attitudes as if they existed apart from a related framework.

One might wish for more development of such helpful suggestions as appear in one chapter where the author is specific and concrete about attitudes to be taken toward the paranoid person who remains in the community under supervision. In the foregoing chapter on the neuroses, the treatment possibilities are left open but are undefined. Methods for casework psychotherapy are being built up inductively, particularly in many of the family agencies. Dr. Lowrey's book should stimulate these caseworkers to formulate their methods for publication.

The book concludes on a hopeful and generous note. "This war will give greater impetus to psychiatry than did the last, chiefly because we have so many more treatment techniques, a far more dynamic approach, and a great deal more knowledge of preventive methods. To my mind social work as therapy shares in these advances and should accordingly achieve far more significance than even the high estate it held in the past."

LUCILLE N. AUSTIN
Associate Professor, Social Case Work
New York School of Social Work

RELIEF AND SOCIAL SECURITY, by Lewis Meriam. The Brookings Institution. $5.

WITHIN THE PAST DECADE, SOCIAL insurance has become an accepted part of the pattern of life in this country. New concepts of public assistance have evolved. Simultaneously the ferment of human demand for economic security, in a form which respects the dignity of the human being, has been manifest throughout this hemisphere as well as in Europe. Yet Lewis Meriam offers his "Relief and Social Security" as evidence that he has neither seen this evolution, heard this human ferment, nor permitted himself to be touched by any of the millions of men and women who have participated in the functioning American social security system.

Half of this book is given to a full and, at times, laborious description of "American Relief and Social Security Programs." The author traces the origins of social insurance, current relief programs, the related social services, to the depression of the early Thirties. He describes the old age and survivors insurance, unemployment compensation, and assistance provisions of the Social Security Act; and depicts the railroad workers' insurance programs, the past activities of the Works Progress Administration, the Civilian Conservation Corps, and relief and rehabilitation activities for farmers.

Students of social security will find here useful descriptions of each of these related federal social services. They may wonder why the child welfare and health services provided for by the Social Security Act are excluded. And they will look in vain for any thorough evaluation of these services. They will find few if any references to recent studies of American social security by such nongovernmental experts as J. Douglas Brown, Eveline Burns, Wm. Haber, R. A. Hohaus, or Edwin E. Witte; Mr. Meriam is content with description and only passing comments and criticisms.

In describing current proposals for extending and expanding the British social security system, the author seems anxious to emphasize that these proposals vary somewhat from those made in the report produced by Sir William Beveridge in 1942. He also describes and comments on the New Zealand system. He then reaches the meaningful conclusion that there are three major issues of public policy in social security, here as in Great Britain and New Zealand:

1. Shall social security provide universal protection, *i.e.*, protection for *all* citizens?

2. Shall the American social security system protect men and women against *all* hazards (including sickness) rather than only the hazards of old age, death, and unemployment?

3. Can all the American social services be coordinated or integrated "in the interest of efficiency both in administration and in meeting the needs of its people?"

Mr. Meriam then logically proceeds to outline a completely revised social

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security system to meet these issues. He proposes that the federal government make grants-in-aid to "influence the states to provide universal, comprehensive and coordinated protection according to a very low minimum standard." No one should receive public aid, he insists, who is not in need. He would not determine need by the current family budgetary concept; his means tests would "make the individual or the family eligible for assistance when and if the resources fall below a sum, or schedule of sums set forth in the law."

This "modern means test system" as he describes it, would be administered via the personal income tax: everyone would be required to file an annual income tax statement. Those whose income was below "a very strictly defined minimum standard of health and decency" would (if they had not already starved) be eligible after a suitable investigation for public assistance.

Social workers will find it difficult to reconcile the author's endorsement of their profession with his discussion of the need for "detective type examiners" and "business investigators." And they, as well as most everyday citizens, will find repulsive Mr. Meriam's insistence that all who receive aid shall be supervised as to how they shall use the funds, which by the way, would be raised primarily through a universal, flat income tax with no exemptions.

This book is founded on a pitifully obsolete concept of the relations of government to the individual. For more than half a century, the instability of our industrial civilization has bred a growing demand that government assume the responsibility of guaranteeing each family's security. Individual self-reliance as the formula for security has fallen from esteem, because it has not worked.

The means test even though administered with increasing professional skill has become steadily less popular, with the rise of the fundamental belief that government's relation to the individual should be general and impersonal, not particular and prying.

Mr. Meriam would reverse the historical processes of the past fifty years, have government deny any responsibility for assuring security against the *hazards* of today's wage economy, and accept only the responsibility of relieving destitution. Why? Apparently, because while recognizing the necessity of protecting families against actual want from any cause, he is greatly concerned over the cost and the possibility that social security may simultaneously be used to redistribute the national income, or maintain consumer purchasing power. Hence, he recommends that we tear down the present American social security system, and substitute an antediluvian system which would be rejected by all practitioners in the field.

"Relief and Social Security" has the undoubted merit of urging basic security for *all* groups against *all* hazards, of detailing the need for better coordinated social services. Moreover, there is no doubt that aid to the needy a la Meriam would save money. Restricting the use of public schools, libraries, parks, and so on, to those families which cannot afford to provide their own educational and recreational facilities would also save money. Fortunately, however, the American social security system of the future will be hammered out in congressional committee rooms by those who know, see, and talk with men and women seeking security, and not in the ivory towers of The Brookings Institution.

JOHN J. CORSON
The Washington Post

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